



Meeting Notice

1111 Broadway, Suite 800, Oakland, CA 94607

• 510.208.7400

• www.AlamedaCTC.org

Commission Chair

Supervisor Richard Valle, District 2

Commission Vice Chair

Mayor Pauline Cutter,
City of San Leandro

AC Transit

Board President Elsa Ortiz

Alameda County

Supervisor Scott Haggerty, District 1
Supervisor Wilma Chan, District 3
Supervisor Nate Miley, District 4
Supervisor Keith Carson, District 5

BART

Director Rebecca Saltzman

City of Alameda

Mayor Trish Spencer

City of Albany

Councilmember Peter Maass

City of Berkeley

Councilmember Kriss Worthington

City of Dublin

Mayor David Haubert

City of Emeryville

Mayor John Bauters

City of Fremont

Mayor Lily Mei

City of Hayward

Mayor Barbara Halliday

City of Livermore

Mayor John Marchand

City of Newark

Councilmember Luis Freitas

City of Oakland

Councilmember At-Large
Rebecca Kaplan
Councilmember Dan Kalb

City of Piedmont

Vice Mayor Teddy King

City of Pleasanton

Mayor Jerry Thorne

City of Union City

Mayor Carol Dutra-Vernaci

Executive Director

Arthur L. Dao

Planning, Policy and Legislation Committee

Monday, February 12, 2018, 11:15 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 510-208-7450 (Voice) or 1-800-855-7100 (TTY) 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.

Connect with Alameda CTC

www.AlamedaCTC.org



facebook.com/AlamedaCTC

[@AlamedaCTC](https://twitter.com/AlamedaCTC)

youtube.com/user/AlamedaCTC



Planning, Policy and Legislation Committee Meeting Agenda Monday, February 12, 2018, 11:15 a.m.

1111 Broadway, Suite 800, Oakland, CA 94607

510.208.7400

www.AlamedaCTC.org

Chair: Mayor Barbara Halliday, City of Hayward
Vice Chair: Councilmember Kriss Worthington, City of Berkeley
Commissioners: Wilma Chan, Scott Haggerty, John Marchand, Lily Mei, Rebecca Saltzman
Ex-Officio Members: Rebecca Kaplan, Richard Valle
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. [Approval of the January 8, 2018 PPLC meeting minutes.](#)

1 A

4.2. [Update on the Alameda CTC's Review and Comments on Environmental Documents and General Plan Amendments.](#)

3 I

5. Legislation

5.1. [Receive an update on federal, state, regional, and local legislative activities and approve legislative positions.](#)

5 A/I

6. Planning and Policy

6.1. [Receive an update on Year Two of the Affordable Student Transit Pass Pilot Program; approve the sites and parameters for Year 3 of the Affordable Student Transit Pass Pilot; Authorize Alameda CTC staff to enter into all necessary agreements and contracts for program implementation, including consultant and administrative support for expansion.](#)

21 A

7. Committee Member Reports

8. Staff Reports

9. Adjournment

Next Meeting: March 12, 2018

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

This page intentionally left blank



Planning, Policy and Legislation Committee
Meeting Minutes
Monday, January 8, 2018, 11:15 a.m.

4.1

1111 Broadway, Suite 800, Oakland, CA 94607

510.208.7400

www.AlamedaCTC.org

1. Pledge of Allegiance

2. Roll Call

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

Subsequent to the roll call:

Commissioner Campbell-Washington arrived as an alternate for Commissioner Chan during item 5.1

3. Public Comment

There were no public comments.

4. Consent Calendar

4.1. Approval of the November 13, 2017 PPLC meeting minutes.

4.2. Update on the Alameda CTC's Review and Comments on Environmental Documents and General Plan Amendments.

Commissioner Marchand moved to approve the Consent Calendar. Commissioner Saltzman seconded the motion. The motion passed with the following votes:

Yes: Halliday, Haggerty, Marchand, Mei, Saltzman, Kaplan, Valle

No: None

Abstain: None

Absent: Worthington, Chan, Mei

5. Legislation

5.1. Receive an update on federal, state, regional, and local legislative activities and approve legislative positions.

Tess Lengyel provided an update on federal, state and local legislative activities. On the state side, Ms. Lengyel reviewed new senate leadership, Senate Bill (SB) 1 repeal efforts and provided an update on Regional Measure (RM) 3. She noted that the State Budget will be released no later than January 10, 2018. On the federal side, Ms. Lengyel noted Congress passed its tax overhaul and acted on an extension to continuing resolution which keeps the federal government funded at Fiscal Year 2017 through January 19, 2018.

Commissioner Halliday asked what is the 25% threshold. Ms. Lengyel stated that the SB1 repeal effort has received 25 % of the required signatures.

Commissioner Kaplan asked how Alameda CTC can influence the signature process by educating the voters. Ms. Lengyel stated that Alameda CTC has identified a list of

projects that are eligible for SB 1 and RM3 funds. She noted that Alameda CTC will communicate more information about SB 1 and what the future will hold with SB 1 funds. She noted that Alameda CTC will continue to communicate through the e-newsletter and social media.

Commissioner Valle asked if Alameda CTC has an analysis on where the signatures are coming from around the State. Ms. Lengyel stated that she doesn't have the analysis at this time. Commissioner Valle asked if staff will be able to gather the analysis and bring it back to the Commission.

Commissioner Valle asked if we have a consultant firm that is assisting Alameda CTC to promote SB 1. Ms. Lengyel noted that Alameda CTC is coordinating information with partners in the state to ensure consistency in messaging the significance and importance of SB1.

Commissioner Kaplan wanted to know how long they have to collect signatures to repeal SB 1. Ms. Lengyel stated that they have until May 2018 to collect signatures.

Commissioner Saltzman asked if there is any project impact of tiered funding for RM3. Ms. Lengyel stated that BATA and MTC did an analysis and determined a 6-year incremental increase in toll collection would not affect the projects described in the expenditure plan.

This item was for information only.

6. Committee Member Reports

There were no committee member reports.

7. Staff Reports

There were no staff reports.

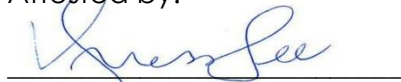
8. Adjournment/ Next Meeting

The next meeting is:

Date/Time: February 12, 2018 at 11:15 a.m.

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

Attested by:



Vanessa Lee,
Clerk of the Commission



Memorandum

4.2

1111 Broadway, Suite 800, Oakland, CA 94607

• PH: (510) 208-7400

• www.AlamedaCTC.org

DATE: February 5, 2018

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

RECOMMENDATION: 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 January 9, 2018, the Alameda CTC has not reviewed any environmental documents.

Fiscal Impact: There is no fiscal impact.

Staff Contacts

[Saravana Suthanthira](#), Principal Transportation Planner

[Chris G. Marks](#), Associate Transportation Planner

This page intentionally left blank



Memorandum

5.1

1111 Broadway, Suite 800, Oakland, CA 94607

• 510.208.7400

• www.AlamedaCTC.org

DATE: February 5, 2018

SUBJECT: February Legislative Update

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

Summary

The February 2018 legislative update provides information on federal and state legislative activities, an update on the state budget, and recommendations on current legislation.

Background

The Commission approved the 2018 Legislative Program in December 2017. The purpose of the legislative program is to establish funding, regulatory, and administrative principles to guide Alameda CTC's legislative advocacy. The final 2018 Legislative Program is divided into six sections: Transportation Funding; Project Delivery and Operations; Multimodal Transportation, Land Use, and Safety; Climate Change and Technology; Goods Movement; and Partnerships (Attachment A). 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 the region as well as 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.

Federal Update

President Trump signed a continuing resolution which became law on January 22, 2018 and keeps the federal government funded at Fiscal Year 2017 levels through February 8, 2018. CJ Lake, Alameda CTC's federal lobbying firm, provided President Trump's \$1 trillion infrastructure proposal (Attachment B) that has the following key components that will affect transportation:

- **Infrastructure Incentives Initiative** provides incentives in the form of grants and applies to surface transportation, airports, passenger rail, maritime and inland waterway ports, and other projects (see Attachment B).
- **Transformative Projects Program** makes available federal funding and technical assistance for innovative and transformative infrastructure projects on a competitive basis to projects unable to secure private-sector financing due to program uniqueness; applies to transportation, clean water, drinking water, energy, commercial space, and telecommunications sectors.
- **Rural Infrastructure Program** is designed to encourage investment to enable rural economies to facilitate freight movement, improve access to reliable and affordable transportation, etc. States are incentivized to partner with local and private investment for completion and operation of projects.
- **Federal Credit Programs** designed to increase federal lending programs' capacity to increase investment would establish the Transportation Infrastructure Finance and Innovation Act and Railroad Rehabilitation and Improvement Financing as well as other lending programs.

Staff will provide a verbal update at the meeting about the proposed rollout of the program and other pertinent activities to report.

State Update

Platinum Advisors, Alameda CTC's state lobbying firm, provided the following summary of state activities.

Leadership transition: On January 9th, the Senate Democratic Caucus unanimously voted Toni Atkins – San Diego, as the next President pro Tempore, succeeding Senator Kevin de León. She is scheduled to officially take on the leadership role in late March.

Governor's State of the State Address: January 25th Governor Jerry Brown delivered a final State of the State Address to report on the condition of the State and outline his priorities for 2018. The governor articulated bipartisan efforts to pass pension reform, workers' compensation reform, the water bond, Rainy Day Fund, and Cap and Trade amongst his and the Legislature's successes. On the SB 1 repeal initiative, he promised to "do everything in my power to defeat any repeal effort that may make it to the ballot." He cited high-speed rail and water as remaining long-term priorities, and offered little in the way of advice for his successor.

LAO budget overview: The Legislative Analyst's Office (LAO) released a quick [overview](#) of the governor's 2017-18 budget proposal, to be followed by additional in-depth recommendations as budget subcommittees begin meeting—likely in

February. This first pass at the budget doesn't contain any major revelations, but is generally approving of the Administration's recommendations. Their advice to the Legislature is that remaining conservative in spending is likely wise, and they should evaluate their specific priorities before moving forward.

- In building reserves, the Legislature needs to determine whether to approve the governor's proposal to bring the Rainy Day Fund to its constitutional maximum, or choose a different amount in preparation for an anticipated recession.
- The LAO believes that revenues are likely to be higher when the May Revision is released, but notes that the federal tax legislation introduces additional uncertainty. In November, the LAO's revenue estimates for 2017-18 and 2018-19 combined were \$3.4 billion higher than the Administration's January budget proposal.
- The infrastructure spending proposed by the Administration contains some ongoing costs resulting from debt service on lease revenue bonds. \$343 million in lease revenue bonds for the construction of trial courts and \$1.3 billion for state office buildings could be paid for in a different manner.
- The LAO recommends examining the governor's infrastructure proposals to determine whether those chosen are of the highest priority compared to the Legislature's priorities.

Senate Bill 1 repeal: The repeal of SB 1 by a proposed Constitutional amendment initiative may be heading toward the November 6th ballot. In December the Secretary of State's Office announced that the campaign to repeal SB 1 has already reached the 25 percent threshold of required signatures. Officials heading the signature drive campaign have stated they are now closing in on the 585,407 signatures needed to qualify this initiative. Carl DeMaio, a former San Diego City Councilmember and current conservative talk radio host, has been hosting signature gathering events and broadcasting live from those locations throughout Southern California. Governor Jerry Brown will oppose the repeal. The deadline to submit signatures is May 21, 2018.

The other initiative effort spearheaded by Assemblyman Travis Allen that proposed to simply repeal the SB 1 statute is dead. The legal battle over the initiative's title and summary delayed signature gathering past the deadline for submission of January 8, 2018. Assemblyman Allen, who is also running for governor, has now thrown his support behind the constitutional amendment effort, which is backed by another gubernatorial candidate, John Cox.

High speed rail: Current California State Transportation Agency Secretary, Brian Kelly, was announced as the new CEO of the High-Speed Rail Authority (HSRA) beginning

February 1, 2018. The acting Transportation Agency Secretary will be Brian Annis, who currently serves as the Deputy Secretary for Transportation, and oversaw the transportation budget when he worked for Senate Budget Committee.

RM3 update: On January 24, 2018, the Bay Area Toll Authority (BATA) approved placing Regional Measure 3 (RM 3) on the June ballot to finance a \$4.5 billion suite of projects to improve mobility in the bridge corridors and their approaches. The measure would raise tolls by \$1 in 2019 on the region's state-owned bridges, followed by two additional \$1 increases spread out over six years, and will appear on ballots across the nine Bay Area counties on June 5, 2018. An MTC opinion poll conducted in late 2017 showed strong support among Bay Area voters for raising tolls to improve BART, reduce freeway bottlenecks, and make enhancements to bus, ferries, and commuter rail service.

In Alameda County, the Board of Supervisors take action to place RM 3 on the June 5, 2018 ballot in Alameda County at its meeting on February 27, 2018.

Legislation

This month, staff recommends the following position on a constitutional amendment.

Bill Number	Bill Information	Recommendation
Propositions 69 as authorized by ACA 5 (Frazier) . Motor vehicle fees and taxes: restriction on expenditures: appropriations limit.	SB 1 was passed in conjunction with ACA 5, which 1) exempts appropriations of revenues generated as part of the proposed Road Repair and Accountability Act of 2017 (Act) (SB 1 (Beall) from counting toward the state appropriation limit); 2) requires diesel fuel sales tax revenues to be deposited into the Public Transportation Account and prohibit the Legislature from diverting or appropriating those funds for purposes other than transportation planning and mass transportation; and 3) requires revenues derived from a proposed Transportation Improvement Fee to be used solely for transportation purposes, prohibits those revenues from being used to pay for previously authorized transportation bond debt service, and prohibits the Legislature from borrowing or using those revenues for unauthorized purposes.	Alameda CTC's 2018 legislative program supports legislation that increases transportation funding. The agency took a support position on ACA 5 in 2017 and now recommends a support position on Proposition 69; for this constitutional amendment to protect SB1 funds.

Fiscal Impact: There is no fiscal impact.

Attachments

- A. Alameda CTC 2018 Legislative Program
- B. President Trump's Infrastructure Proposal

Staff Contact

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

This page intentionally left blank



2018 Alameda County Transportation Commission Legislative Program

The legislative program herein supports Alameda CTC's transportation vision below adopted for its Countywide Transportation Plan:

1111 Broadway, Suite 800, Oakland, CA 94607

510.208.7400

www.AlamedaCTC.org

"Alameda County will be served by a premier transportation system that supports a vibrant and livable Alameda County through a connected and integrated multimodal transportation system promoting sustainability, access, transit operations, public health and economic opportunities. Our vision recognizes the need to maintain and operate our existing transportation infrastructure and services while developing new investments that are targeted, effective, financially sound and supported by appropriate land uses. Mobility in Alameda County will be guided by transparent decision-making and measureable performance indicators. Our transportation system will be: Multimodal; Accessible, Affordable and Equitable for people of all ages, incomes, abilities and geographies; Integrated with land use patterns and local decision-making; Connected across the county, within and across the network of streets, highways and transit, bicycle and pedestrian routes; Reliable and Efficient; Cost Effective; Well Maintained; Safe; Supportive of a Healthy and Clean Environment."

Issue	Priority	Strategy Concepts
Transportation Funding	Increase transportation funding	<ul style="list-style-type: none"> • Oppose efforts to repeal transportation revenues streams enacted through SB 1. • Support efforts that protect against transportation funding diversions. • Support efforts to lower the two-thirds voter threshold for voter-approved transportation measures. • Support the implementation of more stable and equitable long-term funding sources for transportation. • Seek, acquire, accept and implement grants to advance project and program delivery.
	Protect and enhance voter-approved funding	<ul style="list-style-type: none"> • Support legislation and increased funding from new and/or flexible funding sources to Alameda County for operating, maintaining, restoring, and improving transportation infrastructure and operations. • Support increases in federal, state, and regional funding to expedite delivery of Alameda CTC projects and programs, including funding to expand the Affordable Student Transit Pass program. • Support efforts that give priority funding to voter-approved measures and oppose those that negatively affect the ability to implement voter-approved measures. • Support efforts that streamline financing and delivery of transportation projects and programs. • Support rewarding Self-Help Counties and states that provide significant transportation funding into transportation systems.
Project Delivery and Operations	Advance innovative project delivery	<ul style="list-style-type: none"> • Support environmental streamlining and expedited project delivery. • Support contracting flexibility and innovative project delivery methods. • Support high-occupancy vehicle (HOV)/toll lane expansion in Alameda County and the Bay Area, and efforts that promote effective implementation. • Support efforts to allow local agencies to advertise, award, and administer state highway system contracts largely funded by local agencies.
	Ensure cost-effective project delivery	<ul style="list-style-type: none"> • Support efforts that reduce project and program implementation costs. • Support accelerating funding and policies to implement transportation projects that create jobs and economic growth.
	Protect the efficiency of managed lanes	<ul style="list-style-type: none"> • Support utilizing excess capacity in HOV lanes through managed lanes as a way to improve corridor efficiencies and expand traveler choices. • Support ongoing HOV/managed lane policies to maintain corridor-specific lane efficiency, including improved enforcement. Partner with regional efforts by MTC to explore legislation for HOV lane enforcement and additional state funding for dedicated HOV-lane enforcement by either the California Highway Patrol or local law enforcement. • Oppose legislation that degrades HOV lanes that could lead to congestion and decreased efficiency.

Issue	Priority	Strategy Concepts
Multimodal Transportation, Land Use and Safety	Reduce barriers to the implementation of transportation and land use investments	<ul style="list-style-type: none"> • Support legislation that increases flexibility and reduces technical and funding barriers to investments linking transportation, housing, and jobs. • Support local flexibility and decision-making regarding land-uses for transit oriented development (TOD) and priority development areas (PDAs). • Support legislation that removes barriers to local development in TOD and PDAs. • Support innovative financing opportunities to fund TOD and PDA implementation.
	Expand multimodal systems, shared mobility and safety	<ul style="list-style-type: none"> • Support policies that provide increased flexibility for transportation service delivery through innovative, flexible programs that address the needs of commuters, youth, seniors, people with disabilities and low-income people, and do not create unfunded mandates. • Support policies that enable shared mobility innovations while protecting the public interest and maintaining equitable transportation. Support allowing shared data (such as data from transportation network companies and app based carpooling companies) that could be used for transportation and land use planning and operational purposes. • Support investments in active transportation (bicycle, pedestrian and last mile access to transit) for all users, including investments that improve safety and support Vision Zero strategies. • Support investments in transportation for transit-dependent communities that provide enhanced access to goods, services, jobs, and education. • Support parity in pre-tax fringe benefits for public transit, carpooling, and vanpooling and other modes with parking. • Support legislation to modernize the Congestion Management Program, supporting the linkage between transportation, housing, and multi-modal performance monitoring
Climate Change and Technology	Support climate change legislation and technologies to reduce greenhouse gas (GHG) emissions	<ul style="list-style-type: none"> • Support funding for innovative infrastructure, operations, and programs that relieve congestion, improve air quality, reduce emissions, and support economic development. • Support cap-and-trade funds to implement the Bay Area's Sustainable Communities Strategy. • Support rewarding Self-Help Counties with cap-and-trade funds for projects and programs that are partially locally funded and reduce GHG emissions. • Support emerging technologies such as alternative fuels and fueling technology to reduce GHG emissions. • Support and engage in legislation and policies to facilitate deployment of connected and autonomous vehicles in Alameda County. • Support protections for on-going transit services and transit oriented development as advanced technologies emerge. • Support the expansion of electric vehicle charging stations. • Support efforts that ensure Alameda County jurisdictions are eligible for state funding related to the definition of disadvantaged communities used in state screening tools.
Goods Movement	Expand goods movement funding and policy development	<ul style="list-style-type: none"> • Support a multimodal goods movement system and efforts that enhance the economy, local communities, and the environment. • Support goods movement policies that enhance Bay Area goods movement planning, funding, delivery, and advocacy. • Support legislation and efforts that improve the efficiency and connectivity of the goods movement system, including passenger rail connectivity. • Ensure that Alameda County goods movement needs are included in and prioritized in regional, state and federal goods movement planning and funding processes. • Support rewarding Self-Help Counties that directly fund goods movement infrastructure and programs. • Leverage local funds to the maximum extent possible to implement goods movement investments in Alameda County through grants and partnerships.

Issue	Priority	Strategy Concepts
Partnerships	Expand partnerships at the local, regional, state and federal levels	<ul style="list-style-type: none">• Support efforts that encourage regional and mega-regional cooperation and coordination to develop, promote, and fund solutions to regional transportation problems and support governmental efficiencies and cost savings in transportation.• Support policy development to advance transportation planning, policy, and funding at the county, regional, state, and federal levels.• Partner with community agencies and other partners to increase transportation funding for Alameda CTC's multiple projects and programs and to support local jobs.• Support efforts to maintain and expand local-, women-, minority- and small-business participation in competing for contracts.

This page intentionally left blank

Funding Principles

- I. Infrastructure Incentives Initiative: encourages state, local and private investment in core infrastructure by providing incentives in the form of grants. Federal incentive funds will be conditioned on achieving milestones within an identified timeframe. ***Accounts for 50% of total appropriation.***
- A. Applies to: surface transportation, airports, passenger rail, maritime and inland waterway ports, flood control, water supply, hydropower, water resources, drinking water facilities, storm water facilities, Brownfield and Superfund sites
 - B. Eligible entities: States or groups of states, Puerto Rico, U.S. territories, metropolitan planning organizations, units of local government or a group of local governments, special purpose district or public authority responsible for maintaining infrastructure facilities, public utilities, non-profits, tribal governments, multijurisdictional group of eligible entities, private entities with sponsorship from an eligible public entity .
 - C. Core infrastructure projects are eligible. The lead federal agency administering the initiative will define eligible costs and conduct audits to ensure funds are used appropriately.
 - D. The lead federal agency will solicit applications every 6 months. Criteria includes:
 - 1. Dollar value of project (weighted at 10%)
 - 2. Evidence supporting how applicant will secure and commit new, non-federal revenue to create sustainable, long-term funding (weighted at 50%)
 - 3. Evidence supporting how applicant will secure and commit new, non-federal revenue for operations, maintenance and rehabilitation (weighted at 20%)
 - 4. Updates to procurement policies and project delivery approaches to improve efficiency in project delivery and operations (weighted at 10%)
 - 5. Plans to incorporate new technology (weighted at 5%)
 - 6. Evidence to support how project will spur economic and social returns on investment (weighted at 5%)
 - a. Calculated by multiplying the weighted score by the percentage of non-federal revenues used to fund the project
 - b. Lookback period:
- | Years Passed | New Revenue Credit Score Multiplier |
|-----------------|-------------------------------------|
| >3 years | 0% |
| 2-3 | 30% |
| 1-2 | 40% |
| 0-1 | 50% |
| After Jan. 2018 | 100% |
- E. Grant awards can't exceed 20% of total project cost. Any individual state can't receive more than 10% of the amount available
- II. Transformative Projects Program: makes available federal funding and technical assistance for innovative and transformative infrastructure projects based on competitive basis to viable projects unable to secure financing through private sector due to the uniqueness of the program. Applicable projects must be exploratory and ground-breaking ideas that have more risk than

standard infrastructure projects but offer a larger reward profile. Covered sectors include: transportation, clean water, drinking water, energy, commercial space, and telecommunications.

Accounts for 10% of total appropriation.

- A. Dept. of Commerce chairs administration of the program.
 - B. Eligible entities: States or groups of states, Puerto Rico, U.S. territories, metropolitan planning organizations, units of local government or a group of local governments, special purpose district or public authority responsible for maintaining infrastructure facilities, public utilities, non-profits, tribal governments, multijurisdictional group of eligible entities, private entities with sponsorship from an eligible public entity.
 - C. Funding tracks: *Applicants could apply for all or specific tracks.*
 - 1. Demonstration: funding provided for planning, construction, deployment and evaluation of demonstration trials. Can't be used for applied R&D activities but instead where a prototype is operated at or near full scale. *Federal funding may be used for up to 30% of eligible costs.*
 - 2. Project Planning: funding provided for final pre-construction activities – i.e. final design and engineering. Demonstration trial must have occurred and been successful. Must demonstrate construction would begin within a reasonable time frame. *Federal funding may be used for up to 50% of eligible costs.*
 - 3. Capitol Construction: funding provided for capital projects having independent utility and ready for intended use upon completion. *Federal funding may be used for up to 80% of eligible costs.*
 - a. Under this track, applicant required to enter into a financial partnership agreement with the Federal Government requiring that if a project begins to generate value, the Federal Government would have rights to share in the project value. The Federal Government would not assert first claim under any such agreement, would not accept a seat on any company's board of directors, and all partnership agreements would provide that the company retains ownership of any and all intellectual property.
 - D. Minimum match requirements in the form of equity investments by private or non-profit organizations. Applicant must demonstrate equity is committed and available.
 - E. Federal technical assistance available in addition to funding tracks, but no funding provided.
 - F. Dept. of Commerce would administer the program with an interagency selection committee. A notice of funding opportunity would be published in the federal register soliciting applications on an annual basis. Cost benefit analysis is required and applications are limited to one per lead applicant, although there would be no limit to the number of applications on which an applicant could be listed as a partner applicant.
 - G. Applicants selected would enter into a partnership agreement with the Federal Government which would specify terms and would not exceed 7 years to outlay funds. Milestones and schedules included in the agreement, the progress for which the lead Federal agencies would conduct regular audits.
- III. Rural Infrastructure Program: designed to encourage investment to enable rural economies, facilitate freight movement, improve access to reliable and affordable transportation, etc. States are incentivized to partner with local and private investment for completion and operation of projects under this program. ***Accounts for 25% of total appropriation.***
- A. Eligible entities rural programs include:

1. Transportation - roads, bridges, public transit, rail airports, and maritime and inland waterway ports;
 2. Broadband - and other high-speed data and communication conduits;
 3. Water and waste – drinking water, waste water, land revitalization, and Brownfields;
 4. Power and electric – governmental generation, transmission and distribution facilities; and
 5. Water resources – inland waterway ports, flood risk management, maritime ports and water supply.
- B. Funding:
1. 80% of funds made available for states would be provided to the Governor of each state via the following formula:
 - a. Ratio based on total rural lane miles in a state in relation to total rural lane miles in all states and a ratio based on the total adjusted rural population of a State in relation to the total adjusted rural population of all states.
 2. 20% reserved for rural performance grants
 - a. States encouraged to do so within 2 years of enactment
 - b. Grants available for up to 10 years after enactment or until funds run out.
 - c. To qualify, states must publish a comprehensive rural infrastructure investment plan (RIIP) within 180 days of receipt of formula funds.
 3. Funds made available would be distributed as block grants without Federal requirements, but must be used for projects in rural areas with a population of less than 50,000.
 4. Provides investment designed to address infrastructure needs on tribal lands and U.S. Territories.
- IV. Federal Credit Programs: designed to increase the capacity of existing Federal lending programs to increase investment. ***Accounts for 7.05% of total appropriation.***
- A. Would establish the (1) Transportation Infrastructure Finance and Innovation Act, (2) Railroad Rehabilitation and Improvement Financing, (3) Water Infrastructure Finance and Innovation Act, and (4) United States Department of Agriculture Rural Utilities Lending Programs under which specific funds would be set aside and appropriated to the relevant U.S. agency and would remain available until 2028.
- V. Public Lands Infrastructure Fund: would create a new infrastructure fund in the U.S. Treasury called the Interior Maintenance Fund comprised of additional revenues from the amounts due and payable to the U.S. from mineral and energy development on Federal lands and waters.
- VI. Disposition of Federal Real Property: would establish through executive order the authority to allow for the disposal of Federal assets to improve the overall allocation of economic resources in infrastructure investment.
- VII. Federal Capital Financing Fund: creates a funding mechanism similar to a capital budget but that operates within the traditional rules used for the Federal budget by establishing a mandatory revolving fund to finance purchases of federally owned civilian real property. Once approved in an Appropriations Act, the revolving fund would transfer money to agencies to finance large-dollar real property purchases. Purchasing agencies would then be required to repay the fund in 15 equal annual amounts using discretionary appropriations. ***Accounts for 5% of total appropriation.***

- VIII. Private Activity Bonds: would amend 26 U.S.C. 142 to allow broader categories of public-purpose infrastructure, including reconstruction projects, to take advantage of PABs would encourage more private investment in projects to benefit the public.
- A. Elimination of the AMT provision and the Advance Refunding prohibition on PABs
 - B. Elimination of the transportation volume caps on PABs and expend eligibility to ports and airports
 - C. Removal of state volume cap on PABs
 - D. Provide change-of-use provisions to preserve the tax exempt status of governmental bonds
 - E. Require public attributes for core public infrastructure projects
 - F. Provide change-of-use cures for private leasing of projects to ensure preservation of tax exemption for core infrastructure bonds

Principles for Infrastructure Improvements

- I. Transportation
- A. Financing
 - 1. Allow states flexibility to toll on interstates and reinvest toll revenues in infrastructure
 - 2. Reconcile the grandfathered restrictions on use of highway toll revenues with current law
 - 3. Extend streamlined passenger facility charge process from non-hub airports to small hub sized airports
 - 4. Support airport and non-federal maritime and inland water way ports financing options through broadened TIFIA program eligibility
 - 5. Subsidize railroad rehabilitation and improvement financing for short-line and passenger rail
 - 6. Provide states flexibility to commercialize interstate rest areas
 - 7. Remove application of federal requirements for projects with de minimis Federal share
 - 8. Expand qualified credit assistance and other capabilities for state infrastructure banks
 - B. Highways
 - 1. Authorize federal land management agencies to use contracting methods available to states
 - 2. Raise the cost threshold for major project requirements to \$1 billion
 - 3. Authorize utility relocation to take place prior to NEPA completion
 - 4. Refund of federal investment to eliminate perpetual application of federal requirements
 - 5. Provide small highway projects with relief from the same Federal requirements as major projects
 - C. Transit
 - 1. Require value capture financing as condition for receipt of transit funds for major capital projects (Capital Investment Grants)
 - 2. Eliminate constraints on use of public-private and public-public partnerships in transit
 - 3. Codify expedited project delivery for Capital Investment Grants pilot program

- D. Rail
 - 1. Apply Fast Act streamlining provisions to rail projects and shorten the statute of limitations
- E. Airports
 - 1. Create more efficient federal aviation administration oversight of non-aviation development activities at airports
 - 2. Reduce barriers to alternative project delivery for airports
 - 3. Clarify authority for incentive payments under the Airport Improvement program
 - 4. Move oversight of AIP funds to post-expenditure audits
- II. Water Infrastructure
 - A. Financing
 - 1. Authorize Clean Water State Revolving Fund for privately owned public purpose treatment works
 - 2. Expand EPA's WIFIA authorization to include flood mitigation, navigation and water supply
 - 3. Eliminate requirement under WIFIA for borrowers to be community water systems
 - 4. Authorize Brownfield rehabilitation and clean up of superfund sites under WIFIA
 - 5. Reduce rating agency opinions from two to one for all borrowers
 - 6. Provide EPA authority to waive the springing lien in certain lending situations
 - 7. Increase the base level of administrative funding authorized to ensure EPA has sufficient funding to operate the WIFIA program
 - 8. Remove the restriction on the ability to reimburse costs incurred prior to loan closing under WIFIA
 - 9. Expand the WIFIA program to authorize eligibility for credit assistance for water systems acquisitions and restructurings.
 - B. Water programs
 - 1. Remove the application of Federal requirements for de minimis Federal involvement
 - 2. Provide EPA infrastructure programs with "SEP-15" authorizing language
 - 3. Apply identical regulatory requirements to privately owned "public purpose" treatment works and publicly owned treatment works
 - C. Inland waterways
 - 1. Authorize all third party construction and operation arrangements as eligible expenses for inland waterways trust fund and treasury appropriations
 - 2. Authorize non-federal construction and operation of inland waterways projects
 - D. Water infrastructure resources
 - 1. Authorize user fee collection and retention by the Federal government and third parties under the WRDA Section 5014 pilot program
 - 2. Expand U.S. Army Corps of Engineers' authority to engage in long-term contracts
 - 3. Authorize operation and maintenance activities at hydropower facilities
 - 4. Deauthorize certain federal civil works projects
 - 5. Expand authority for acceptance of contributed and advanced funds
 - 6. Retain recreation user fees for operation and maintenance of public facilities
 - 7. Amend the Water Resources Development Act to allow for waiver of cost limits

8. Expand WIFIA authorization to include Federal deauthorized water resource projects
- III. Veterans Affairs: designed to provide Veteran's with state-of-the-art facilities
 - A. Authorize VA to retain proceeds from sales of properties
 - B. Authorize VA to exchange existing facilities for construction of new facilities
 - C. Authorize pilot for VA to exchange land or facilities for lease of space
 - D. Increase threshold above which VA is required to obtain Congressional authorization for leases
 - IV. Land Revitalization (Brownfield/Superfund Reform)
 - A. Replicate the Brownfield Grant/Revolving Loan Fund program for Superfund projects
 - B. Clarify EPA's ability to create special accounts for third party funds for CERCLA clean up response without state assurances
 - C. Provide liability relief for states and municipalities acquiring contaminated property through actions as sovereign governments
 - D. Provide EPA express settlement authority to enter into administrative agreements
 - E. Integrate clean up, infrastructure and long-term stewardship needs by creating flexibility in funding and execution requirements
 - F. Authorize national priority list sites to be eligible for Brownfield grants
 - G. Clarify risks to non-labile third parties that perform superfund cleanup.



Memorandum

6.1

1111 Broadway, Suite 800, Oakland, CA 94607

• 510.208.7400

• www.AlamedaCTC.org

DATE: February 5, 2018

SUBJECT: Update on Year 2 of the Affordable Student Transit Pass Pilot and Recommendations for Year Three of the Pilot

RECOMMENDATION: Receive an update on Year Two of the Affordable Student Transit Pass Pilot Program.

Approve the sites and parameters for Year 3 of the Affordable Student Transit Pass Pilot.

Authorize Alameda CTC staff to enter into all necessary agreements and contracts for program implementation, including consultant and administrative support for expansion.

Summary

The cost of transportation to school is often cited as a barrier to school attendance and participation in afterschool activities by middle and high school students. In recognition of this issue, the 2014 Transportation Expenditure Plan (TEP) included implementation of an affordable student transit pass pilot program. Its purpose is to test and evaluate different pilot designs of an affordable transit pass program over a three-year horizon to identify successful model programs that could be expanded and sustained with additional funding sources after the pilot program period. Available funding for this initial three-year pilot program as defined in the TEP is \$15 million, including all costs related to transit passes, administration, staffing, direct costs, education and outreach to schools, and student travel training.

In March 2016, the Commission approved a framework to select pilot program schools. In May 2016, the Commission approved the design for Year One of the pilot program, as well as a shortlist of 36 schools as the candidate pool for potential expansion to additional schools in the second and third years of the program. Year one of the program tested four pilot program models at nine middle and high schools in four unified school districts (USD) across Alameda County. Following the successful launch of Year One, the Commission approved the design for Year Two in March 2017. During Year Two the Alameda CTC narrowed the number of models to two based on lessons learned from Year One: a free and universal model and a means-based (income tested) model. These two models are currently being implemented at fifteen middle and high schools in five school districts across Alameda County. The Commission also received a full Evaluation Report of Year One of the program in October 2017.

This memorandum provides an informational update on Year Two implementation and recommends schools and parameters for Year Three of the program (2018-2019 school year), in line with the approved site selection framework and lessons learned from Years One and Two. Once the Year Three schools and parameters are approved, Alameda CTC staff will enter into and/or adjust agreements and contracts, as necessary, with the applicable transit agencies, schools, and school districts to implement the program and will begin preparing each of the schools for Year Three implementation in August 2018.

Background

The Alameda CTC has undertaken the development, implementation, and evaluation of an Affordable Student Transit Pass Program (Affordable STPP) which began during the 2016-2017 school year in middle schools and high schools in Alameda County. This pilot program provides a vital opportunity to assess student transportation needs in the county and develop an approach to meet those needs through implementation of a sustainable pass program.

The program provides transit passes to students in selected schools for use on the various public transit providers that serve 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 are to 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 County."¹

The Affordable STPP aims to do the following:

- Reduce barriers to transportation access to and from schools
- Improve transportation options for Alameda County middle and high school students
- Build support for transit in Alameda County
- Develop effective three-year pilot programs
- Create a basis for a countywide student transit pass program (funding permitting)

Year Two Update

In March 2017, the Commission approved 11 schools to receive a "free and universal" program where transit passes are distributed for free to any students enrolled at the school and four schools to receive a "free and means-based" program where transit passes are distributed for free to any student whose household income qualifies them for free and reduced price meals (FRPM). Nine of these schools also participated in Year One; however, the implemented pilot models changed between Year One and Year Two. Year Two included two new schools added in Oakland USD (North County), two new schools added in Hayward USD (Central County), and two new schools added in Livermore Valley JUSD (East County). Three program model changes were also made

¹ Measure BB Transportation Expenditure Plan, 2014

between Years One and Two: 1) the model at New Haven USD (South County) changed from a discounted and grade-limited program to a free means-based program, 2) the model at San Leandro USD (Central County) changed from a free grade-limited program to a free and universal program, and 3) the model at Livermore Valley JUSD changed from a two-tiered discounted/means-based program to a free and universal program. All bus passes were distributed on Clipper cards in Year Two, which will yield more consistent data across the county for the Year Two Evaluation Report.

Finally, BART tickets were also added to the program, distributed at every high school within BART's service area. Due to limitations of the Clipper system, BART tickets could not be integrated with the Clipper cards; BART Orange Youth Tickets are being used. Year Two was launched in August 2017. Figure 1 below summarizes Year Two Pilot parameters.

Figure 1: Affordable STPP Year Two Pilot Parameters

Parameters	Options Tested	North	Central	South	East
Pass Format	Clipper	X	X	X	X
Pilot Model	Universal (all students)	X	X		X
	Means-Based (income-qualified)		X	X	
Pass Cost	Free	X	X	X	X
Transit Service	AC Transit	X	X	X	
	Union City Transit			X	
	LAVTA				X
	BART	X	X	X	

Bus Pass Usage in Year Two

Below are some key findings from data collected on bus pass usage in the first semester of Year Two. Key findings on BART usage and program administration are shown in subsequent sections.

- Overall participation is higher in Year Two than it was in Year One; not only because new schools were added, but also because the elimination of less effective pilot models between Years One and Two has increased student participation (Figure 2).
 - More than twice as many students are participating, representing 44% of total eligible students (compared to 36% in Year One).
 - There is no clear trend in high school or middle school students participating at a higher rate.
- However, some areas of the county still show lower participation than other areas regardless of Pilot model, likely based on land use and urban form, coverage and frequency of transit service, family incomes and access to automobiles.
- The bus usage data suggests that high school participants use the bus more often than middle school participants.

Figure 2A: STPP Year Two Bus Pass Distribution (as of November 2017)

Planning Area and District	Total # of Students Eligible	Number of Participants			Participation Rate	Year One (for comparison)	
		AC Transit	Union City Transit	LAVTA/Wheels		Number of Participants	Participation Rate
North: OUSD	2,706	2,416	--	--	89%	1,823	99%
Central: SLUSD	3,603	1,758	--	--	49%	821	51%
Central: HUSD	1,598	441	--	--	28%	N/A	N/A
South: NHUSD	2,597	671	671	--	26%	196	9%
East: LVJUSD	3,396	--	--	769	23%	82	3%
Totals	13,899	5,286	671	769	44%	2,922	36%
		6,055					

Figure 2B: STPP Year Two Bus Pass Participation by School

Note: An asterisk indicates schools new to the STPP in Year Two.

Planning Area	Participating Schools	Year Two Participation (November 2017)	
North County	McClymonds High*	317	79%
	Fremont High	713	89%
	Castlemont High	860	97%
	Westlake Middle*	300	81%
	Frick Middle	226	94%
Central County	San Leandro High	1,425	55%
	John Muir Middle	333	33%
	Hayward High*	325	28%
	Bret Harte Middle*	116	27%
South County	James Logan High	439	23%
	Cesar Chavez Middle	232	34%
East County	Livermore High	317	17%
	Del Valle High*	63	52%
	East Avenue Middle	219	31%
	Christensen Middle*	170	26%

Figure 3: Year Two Bus Transit Usage and Cost (November 2017)

	Total Monthly Bus Boardings by Participants	Average Boardings per Participant in November ²			Percent of Issued Clipper Cards used in November ³
		Overall	High School Participants	Middle School Participants	
North: OUSD	50,049	20.7	21.2	19.1	72%
Central: SLUSD	12,877	7.3	7.7	5.6	43%
Central: HUSD	3,214	7.3	8.1	5.3	51%
South: NHUSD	6,758	10.1	12.2	6.0	--
AC Transit	4,113	6.1	7.3	3.9	51%
Union City Transit	2,645	3.9	4.9	2.1	42%
East: LVJUSD	5,015	6.5	8.2	4.9	55%
Countywide	77,940	12.9	13.9	9.9	62%

BART Implementation and Usage

BART Tickets were implemented in the Year Two of the STPP at participating high schools within BART's service area. Due to limitations of the Clipper system, BART passes cannot be loaded onto STPP Clipper cards, so Alameda CTC has entered into an agreement with BART to have access to youth Orange tickets.

Each eligible high school student may receive one BART Orange Ticket with \$50 value if he/she has registered for the STPP and submitted a BART Ticket Request Form. BART Orange Tickets cannot be deactivated remotely; they are non-replaceable if lost or stolen. This Orange Ticket format and \$50 monetary value were chosen to test use of BART and demand for BART in the Pilot. BART tickets are not intended to provide unlimited travel, but rather to enable students to use BART for essential trips while providing baseline information to understand the extent of future BART inclusion in a Student Transit Pass Program.

The program team aimed to balance the value on one BART ticket that is subject to loss by a student with the budgetary implications and administrative burden on school staff required for ticket distribution. Below are some key findings from data collected on BART ticket distribution, student surveys related to BART, and ticket usage in the first semester of Year Two.

- Compared to bus passes, there appears to be much lower demand for BART tickets. Fewer students have requested a BART ticket and of those that have been requested, many have not been used (see Figure 4).

² The number of participants fluctuates by month, the participation numbers in Figure 2

³ This number is calculated by dividing the total number of Clipper cards tagged at least once by the total number of participants.

- No clear correlation exists between STPP bus pass participation and BART ticket participation. Even among the schools with consistently high bus pass participation (i.e., OUSD high schools), BART ticket demand varies widely.
 - A high number of McClymonds High (OUSD) students have requested BART tickets (89%), whereas the BART ticket request rates in the other OUSD high schools are far lower (23% and 34%).
- There is no clear correlation between BART ticket participation and proximity to BART stations. Schools that are closer to BART stations have rates of ticket requests that are comparable to schools that are farther away.
 - James Logan High (NHUSD) is less than one mile from a BART station and only 18% of eligible students have requested BART tickets. The three OUSD high schools are more than one mile from BART, but have more eligible students requesting BART tickets.
- Students who request BART tickets indicate they ride BART more frequently than the average student reported last year (see Figure 5).
- Upon requesting a BART ticket, students were asked to indicate how they intended to use it. Three-quarters (76%) indicated “to get to and from school.” Just under two-thirds (64%) indicated “for afterschool activities.” School administrators confirmed this anecdotally, saying that tickets are very useful for students who come from neighboring cities for school and/or who work elsewhere (see Figure 6).
- Approximately 64% of STPP BART trips occurred within Alameda County, with 27% of trips between Alameda and San Francisco counties and the remainder to/from other counties (see Figure 7). This is generally consistent across all participating high schools.
- Around 80% of STPP BART trips occur on weekdays, with 20% taking place on the weekend.
- School administrators generally characterized administration of the BART tickets at a medium-level of difficulty, specifying that managing two different pass formats and the ticket request form submission increased the complexity of the program.

Starting on January 1, 2018, BART will begin charging a paper ticket surcharge of \$0.50 on each ride. For STPP students, the surcharge will be \$0.25 because youth receive a 50% discounted fare.

Figure 4: BART Ticket Distribution and Usage (Aug. – Nov. 2017)

	Eligible Students	Tickets Requested	% Eligible Students Requested BART Tickets	Tickets Used	Percentage of Tickets Requested that Have Been Used
North: OUSD Castlemont HS Fremont HS McClymonds HS	2,094	842	40%	240	29%
Central: SLUSD San Leandro HS	2,612	972	37%	274	28%
Central: HUSD Hayward HS	1,175	306	26%	16	5%
South: NHUSD James Logan HS	1,891	347	18%	112	32%
All High Schools	7,772	2,467	32%	642	26%

Figure 5: BART Ticket Usage as Indicated by Student Responses

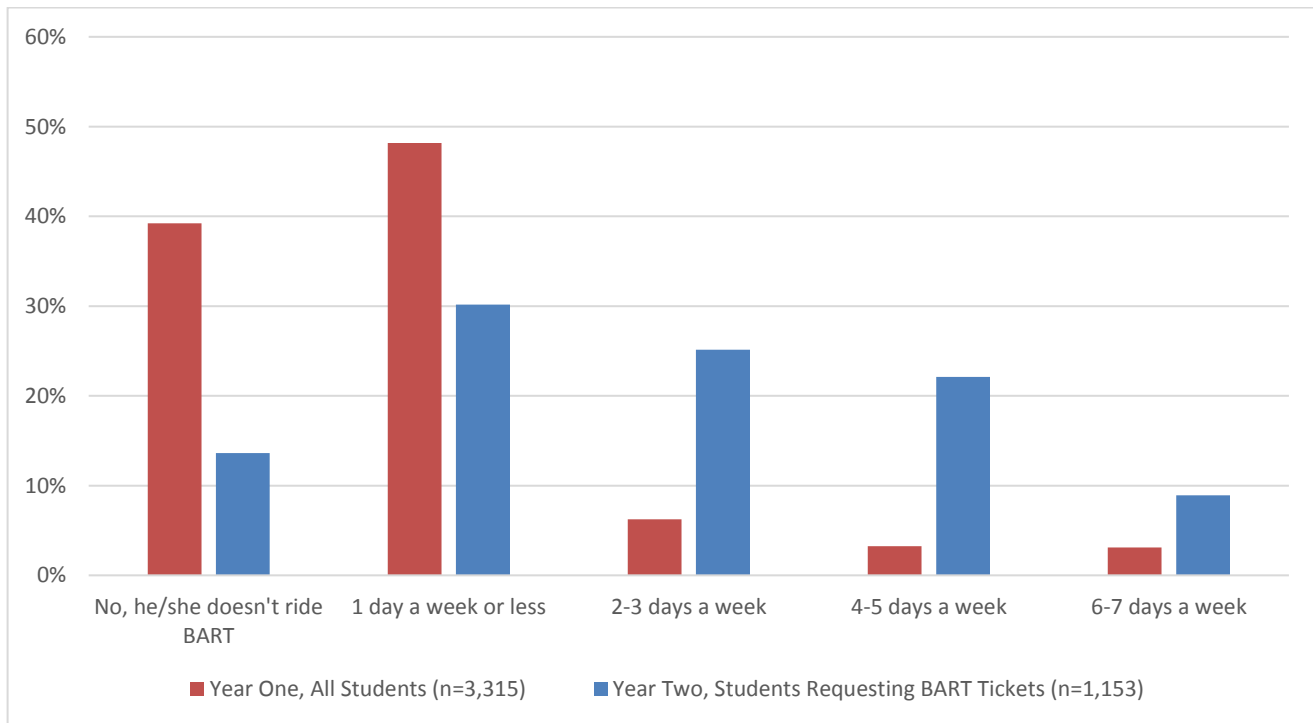


Figure 6: BART Trip Purpose as Indicated by Student Responses

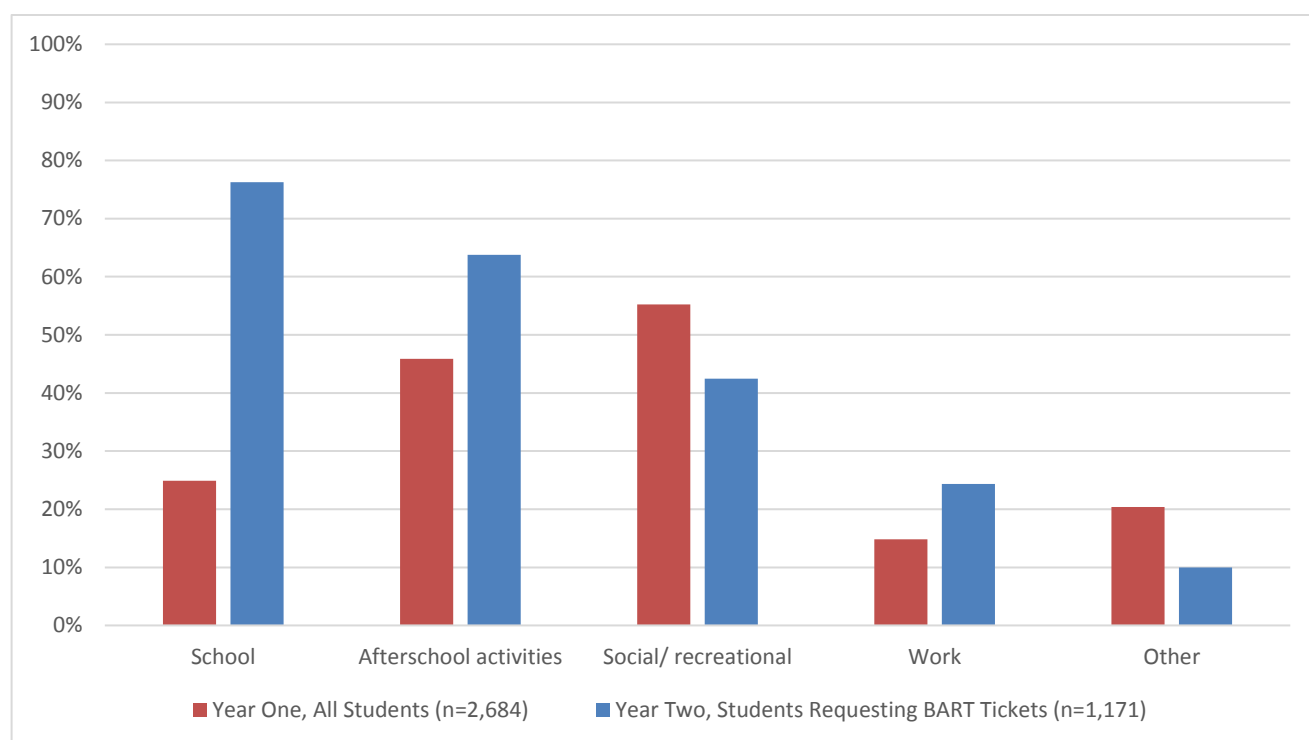


Figure 7: BART Ticket Usage by County Origins and Destinations (Aug. – Nov. 2017)

County-Entry:	County-Exit			
	Alameda	Contra Costa	San Francisco	San Mateo
Alameda	64%	4%	15%	1%
Contra Costa	3%	0%	0%	0%
San Francisco	12%	0%	1%	0%
San Mateo	1%	0%	0%	0%

Figure 8A: Weekday BART Ticket Usage by Time of Day (Aug. – Nov. 2017)⁴

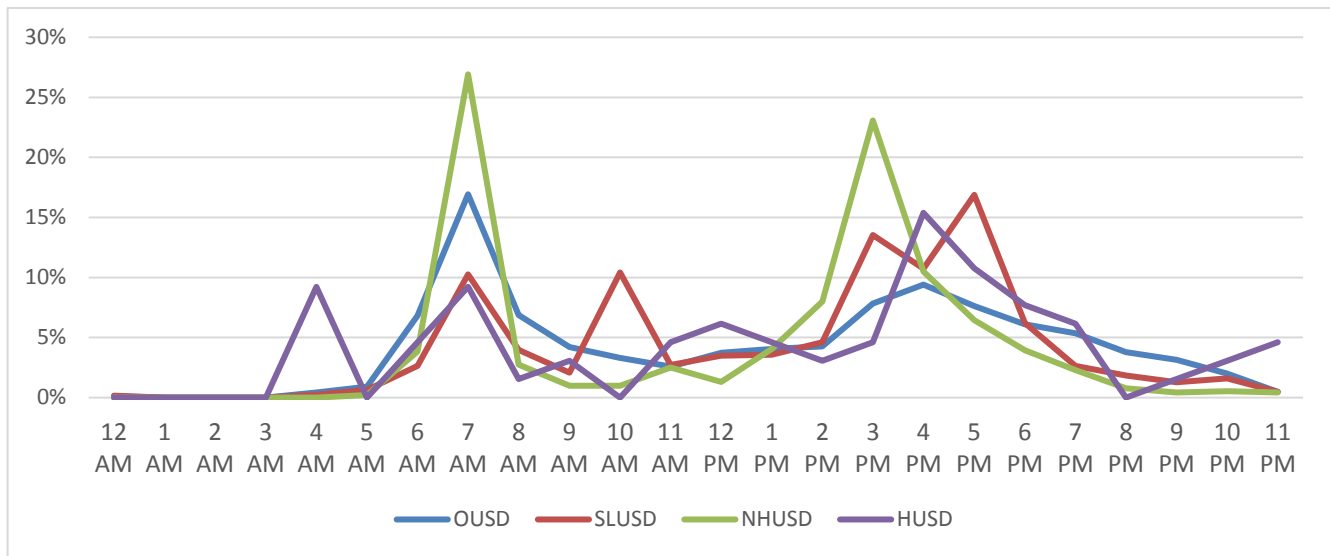
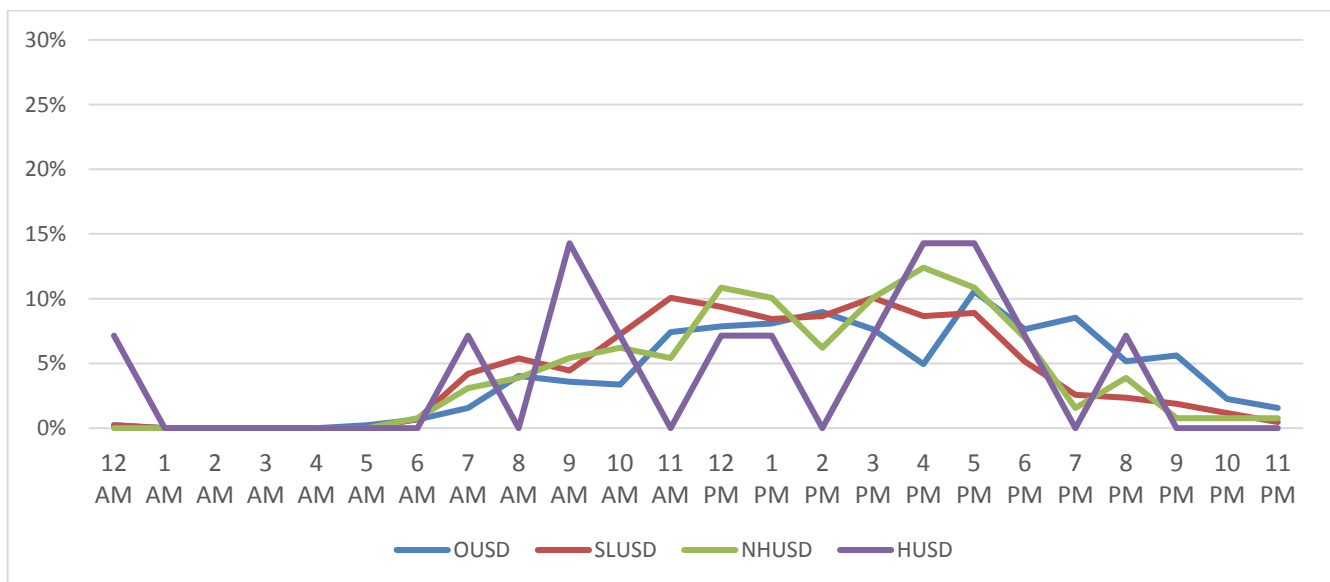


Figure 8B: Weekend BART Ticket Usage by Time of Day (Aug. – Nov. 2017)



Administrative Findings

- School administrators have reported positive improvements in the administration process by reducing the complexity of the pass formats, eliminating money handling, and moving all student forms and transactions to online management.

⁴ The SLUSD increase in trips beginning at 10 AM was due to a school field trip in early October where students used their BART Tickets.

Year Three Program Development and Recommendations

The recommendations for STPP Year Three are based on lessons learned from implementation and administration of Years One and Two, feedback from schools, students, and families, the Year One Evaluation Report, and an analysis of budget resources available. Some key lessons supporting Year Three recommendations are:

- The pilot models being tested during Year Two (Free & Universal and Free & Means-Based) both show significant promise; the elimination of unsuccessful models from Year One (Discounted and Grade-Limited) has improved program effectiveness.
 - Currently both viable models are being (or have been) tested in East County and Central County.
 - Only a means-based model has been tested in South County, indicating an opportunity to test a free and universal model at schools with high need.
 - In North County, the STPP has tested a free and universal model, which is appropriate given the very high need in this area (over 80% of students in nearly all schools in Oakland Unified qualify for free/reduced-price meals).
- Administration of the program for all parties has become easier based on simplifying the models being tested, streamlining and improving management processes and forms, and simplifying the pass formats.
 - However, programs with passes for multiple transit agencies within a school site continue to entail higher administrative complexity and higher administrative costs. Specifically, despite integration onto one Clipper Card, Union City and AC Transit passes continue to entail additional consultant and transit agency time for card administration to get both passes loaded on the Clipper card; schools with BART and bus passes at the same school site require more time from school administrators.
- Testing some of the same models across different areas of the county has allowed for a more robust assessment of the different pilot models. Continuing to test different models across different areas of the county is valuable to continue to ascertain how enrollment differences are attributable to pilot model versus geographic location.
- School-based models improve ease of student participation. The Year One evaluation report stated, "School-based program was accessible for students due to familiarity... students said that the program being school-based made it easy for them; they found it easy to access because they are already familiar with their school staff and did not have to approach a stranger or submit an application to an unknown entity."
- Special consideration should be given to the different pass and payment structures for each transit operator to assess the most cost-effective and easy-to-administer payment structures for the STPP long term.

- Higher bus ridership among high school students than middle school students participating in the STPP seems to suggest older students derive greater benefits from the program because they travel to more destinations than middle school students.
- Expansion of the pilot program within the initial three-year pilot period per the Commission-approved performance evaluation metrics and the shortlist of schools fulfills the adopted Commission pilot program intent.

Given that Alameda CTC is currently six months into Year Two, the full cost implications of the programs are still being assessed as data on direct costs from transit pass usage are billed based on actual uses to Alameda CTC. Therefore, the recommended expansion for Year Three is modest and allows testing of Commission-approved program parameters with expanded populations while ensuring sufficient resources will be available for the full third year of the pilot.

The Commission-approved site selection framework and shortlisted schools serve as the foundation of recommendations for Year Three of the Affordable STPP.⁵ As previously approved, the site selection process draws upon data related to school needs and transit service availability as well as qualitative information on school site administration readiness. In expanding the program for Year Three, staff reviewed and updated statistical data on the shortlisted schools including: enrollment, student population eligible for free and reduced-price meals (FRPM), and transit service access.

Peer Research

To inform Year Three and respond to Commissioner requests, Alameda CTC and the consultant team conducted additional peer research, including interviews with all other Bay Area Student Transit Pass programs: SFMTA Free Muni for Youth, West Contra Costa Student Bus Pass Program, and Marin Transit Youth Pass Program. Key lessons learned include:

- All three programs are free only for low-income students.
 - Marin Transit started with a free and universal program, but switched to means-based program due to overcrowding.
- All three programs include bus or local rail (i.e. SF Muni) systems only, no regional rail systems participate (e.g. BART or SMART).
- Regardless of program format, all programs include heavy involvement by the schools and school districts as the best avenue of access to students.
 - Marin Transit relies on school coordinators to enroll students in online system; they emphasized that they strongly encourage distribution through the school as this is most efficient and effective.

⁵ Additional information about the site selection process is provided in the memo to the Commission dated May 19, 2016 – should this be the March or May memo?.

- SFMTA includes only one school district and relied heavily on coordination with the School District and schools for program enrollment during the initial years of the program.
- West Contra Costa program is administered by the school districts.
- Dedicated staff are funded to administer each program.

Recommended Year Three Pilot Parameters

The summary of recommended Year 3 program parameters are shown below.

- Several new schools are recommended for addition to the program based on available budget. The schools were selected from the short list based on student need, and the desire to test a free and universal model in each area of the county and to balance the number of eligible students in each area of the county.
- The program will begin to integrate the transit/travel training elements with the Safe Routes to Schools (SR2S) Program. Alameda CTC STPP and SR2S staff and consultants, in coordination with transit agency staff, will provide information and travel training for students on using transit and the applicable passes will be provided. This training will be coordinated with bicycling and walking training as possible.
- All passes will continue to be valid year round and not be limited by day or time.
- A designated on-site administrator will continue to be assigned at each school who will continue to receive training associated with the applicable pilot program.
- All bus passes will be provided on Clipper except BART passes which will continue to be provided in paper format due to limitations of the Clipper system.
- Alameda CTC will work with transit agencies to advertise and, if possible, distribute youth Clipper cards at schools where free passes are limited to low-income students.

North County – Program will continue to test utilization of free and universal passes and the sustained impact of passes during transition from middle to high school. Staff recommends adding two additional schools in North County.

- **Format:** Free and universal AC Transit pass on Clipper to be provided to seven schools and BART Orange tickets provided at high schools.
- **Changes:** Two new schools would be added in North County under a free and universal model.
- **Rationale:** Two additional schools are proposed under a free and universal model in North County due to high need in the student population. The recommendation seeks to ensure relative balance between the number of students eligible in each Planning Area relative to need and participation rates. North County has the largest number of schools participating, and the participation rates at each school are high, but the enrollment at these schools is very low compared to other areas of the county as shown in Figure 9.

- **Current Participating Schools - Free and Universal:**
 - Castlemont High, Oakland
 - Fremont High, Oakland
 - McClymonds High, Oakland
 - Frick Middle School, Oakland
 - Westlake Middle, Oakland
- **NEW Participating Schools – Free and Universal**
 - Oakland High, Oakland
 - 1,562 students (88% FRPM eligible)
 - Transit access: 15 AC Transit routes
 - Roosevelt Middle, Oakland
 - 524 students (93% FRPM eligible)
 - Transit access: 3 AC Transit routes

Central County – NO CHANGES – Program will continue to test utilization of free and universal passes at two schools and a free pass for low-income eligible students at two schools.

- **Format:** Free and universal at two schools and a free pass for low-income students at two schools. AC Transit passes will be provided on Clipper and BART Orange tickets provided at high schools.
- **Participating schools - Free and Universal:**
 - San Leandro High, San Leandro
 - John Muir Middle, San Leandro
- **Participating schools - Free and Means-Based:**
 - Hayward High, Hayward
 - Bret Harte Middle, Hayward

South County – Programs will continue to test a free pass for low-income eligible students at two schools and use of two transit agencies at these schools. Staff recommends adding four additional schools in South County – two under a means-based model and two under a free and universal model.

- **Format:** Free pass for low-income students at four schools and a free and universal pilot model at two schools. AC Transit passes will be provided on Clipper and BART Orange tickets provided at high schools.
- **Changes:** Two new schools would be added in South County at the schools from the shortlist with the highest need to enable testing a free and universal model in every area of the county. Two new schools will be added under a means-based model to even out the number of eligible students between planning areas and test a model for low-income students in a wealthy school.

- **Rationale:** It has been effective to test each pilot model in different areas of the county to be able to ascertain how differences in program enrollment are due to geography versus pilot model. Commissioners have also requested more models where low-income students in more affluent schools have access to bus passes. The two schools in Fremont are affluent and low-income students will have access to the pass.
- **Existing Participating schools - Free and Means-Based:**
 - James Logan High, Union City
 - Cesar Chavez Middle, Union City
- **NEW Participating schools - Free and Means-Based:**
 - William Hopkins Junior High, Fremont
 - 1,119 students (5% FRPM eligible)
 - Transit access: 2 AC Transit routes
 - American High, Fremont
 - 2,200 students (17% FRPM eligible)
 - Transit access: 5 AC Transit routes
 - Participates in Safe Routes to Schools program
- **NEW Participating schools - Free and Universal:**
 - Newark Junior High, Newark
 - 901 students (51% FRPM eligible)
 - Transit access: 4 AC Transit routes
 - Newark Memorial High, Newark
 - 1,703 students (45% FRPM eligible)
 - Transit access: 8 AC Transit routes

East County – NO CHANGES – Program will test utilization of free and universal passes and the impact of an “eco-pass” payment model with the transit agency.

- **Format:** All students will have access to a free LAVTA/Wheels transit pass on Clipper.
- **Participating schools – Free and Universal/Eco-Pass:**
 - Del Valle Continuation High, Livermore
 - Livermore High, Livermore
 - Andrew N. Christensen Middle, Livermore
 - East Avenue Middle, Livermore

Figure 9: Pilot Program Student Eligibility and Participation Comparison

School Information			Year Two				Year 3 (recommended)	
Planning Area	School District	Level of Need	Students Eligible	% of Total	Participating Students	% of Total	Students Eligible	% of Total
North County	Oakland USD	High	2,706	19%	2,416	40%	4,792	25%
Central County	San Leandro USD	Moderate-High	3,609	37%	1,758	36%	3,609	27%
	Hayward USD		1,598		441		1,598	
South County	New Haven USD	Moderate	2,581	19%	671	11%	2,581	30%
	Fremont USD	Low	--		--		421	
	Newark USD	Moderate	--		--		2,604	
East County	LVJUSD	Low	3,396	24%	769	13%	3,396	18%
Totals			13,889		6,055		19,000	

Pilot Program Budget Update

The three-year Affordable Student Transit Pass Program has a maximum budget of \$15 million to cover all costs associated with the program, including all costs related to transit passes, administration, staffing, direct costs, education and outreach to schools, and student travel training. An update on the budget is shown in Figure 10.

With the proposed expansion, additional funds are required for administration and management of the passes; in Year Three over twice as many schools will be participating compared to Year One. In addition, these funds will be used to manage the transition between the Pilot and a long-term program, for development of the long-term program model, to apply for grants and other funding sources, and agency coordination.

Figure 10: ASTPP Budget

	Start-up and Year 1 (actuals)	Year 2 (projected)	Year 3 (projected)	Projected Totals
Transit Agency contract costs (pass purchase)	\$800,000	\$4,000,000	\$7,000,000	\$11,800,000
Direct costs	\$60,000	\$300,000	\$400,000	\$760,000
Staff/Consultant Costs	\$580,000	\$500,000	\$650,000	\$1,730,000
Totals	\$1,440,000	\$4,800,000	\$8,050,000	\$14,290,000

Alameda CTC will continue to work to improve efficiency of pilot administration to ensure the available budget is maximized for providing transit passes to students. As part of this work, Alameda CTC will explore the possibility of an eco-pass model with other transit agencies.

Additional Opportunities for Exploration

The intent of the initial pilot program included in the 2014 TEP was to implement and evaluate different models of affordable pass programs in different areas of the county to identify successful models that could be implemented more broadly after the initial three-year pilot period. During the remainder of Year Two and Year Three of the pilot program, staff will continue to research and evaluate the feasibility of the following types of programs for Year 3 and beyond the pilot timeframe:

- **Eco-pass:** This type of program allows an institution to purchase unlimited ride passes on transit for its employees, residents, or students (in the case of many colleges) during specific time periods, guaranteeing funding to transit operators and offering transit access to all eligible pass recipients. These programs assume that while all eligible students, residents, or employees can receive and use a pass, not all of them do, or that some participants use the passes much less frequently than others.
 - An eco-pass program would eliminate the need for programs with means-based eligibility requirements since all students would receive the pass. If broad institutional participation in an eco-pass program is achieved, this type of program would “follow the child” rather than be based on participation in a pass program by a public vs. private school, as expressed by Commissioners past board meetings.
 - We are testing LAVTA/Wheels eco-pass program currently and will continue to test this model during Year 3.
 - AC Transit has an existing EasyPass program for use by colleges, businesses, and residential developments that could potentially serve as the basis for implementing a middle and/or high school eco-pass program in the AC Transit service area. Alameda CTC will begin discussions with AC Transit

during Spring 2018 to assess the feasibility of a middle/high school eco-pass program.

- **Additional models for low-income students:** Based on lessons learned to date and peer program research, it is important to maintain school-based administration of the pass program, especially during the initial years of the program. Further, during the pilot period, participation is limited to the short listed schools. Alameda CTC will assess and evaluate countywide program models that allow any low-income students to get a free transit pass for implementation after the pilot period.
- **Integration with Safe Routes to Schools:** Expand travel training to more middle schools to prepare students to use transit and to support parent/student comfort with riding transit. The goal is a long-term school transportation program for middle and high school students that encourages transportation modes that reduce congestion and emissions around school sites, increases safety, and teaches sustainable habits early to Alameda County's youth.
- **Expand Funding:** Seek grant opportunities and funding partnerships to expand the program and create a stronger link with the countywide Safe Routes to Schools program.
- **Assess long-term administrative models and cost structures for post-Pilot:** There are several key longer term questions that the pilot raises that must be addressed during Year Three, including questions of long-term governance and administration, ridership demand and capacity considerations for our transit operators, cost structure and fiscal sustainability. Staff will be exploring these questions with our transit operators in the coming year. Our goal is to design a long-term program structure that is sustainable.

Next Steps

After Commission approval, Alameda CTC will work with the schools currently participating to incorporate any recommended changes and refine processes for greater efficiency and effectiveness for Year Three. Staff will also begin work with the new schools to integrate them into the program and address any unique needs of each school. Finally, staff will continue to work closely with each of our transit agencies to incorporate new schools and changed parameters for the pass products offered.

The Year Three program at schools will be launched in August 2018. Leading up to Year Three of the Affordable STPP, actions will include but not be limited to:

- Finalize pass pricing and administrative costs with the transit operators
- Adjust financial agreements with applicable agencies if necessary
- Enter into MOUs with the new school sites to obtain necessary statistical information, establish any administrative costs, and establish payment mechanisms (applicable

only for schools provided with discounted passes); adjust existing MOUs with current school sites if necessary

- Identify and train on-site school administrators at the new school sites
- Develop informational materials for students, including language translation, and distribute to all schools
- Print and distribute passes at all schools
- Gather baseline data at all school sites

Fiscal Impact: There is no fiscal impact. The full \$15 million for the Affordable Student Transit Pass Program has already been programmed by the Commission and any approved program expansions/modifications will be implemented within the approved program overall budget.

Attachment

A. Adopted Short List of STPP School Sites

Staff Contacts

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

[Cathleen Sullivan](#), Principal Transportation Planner

ATTACHMENT A – Shortlisted Schools Approved by the Commission, May 2016 (data updated January 2018)

Planning Area		School District	School Name	School Type	Charter	School Level	Grades	Enrollment (2016-2017)	SR2S	Traditional/Continuation School Day	Existing Bus Stop within 1/4 mile of School	Income Opportunity (percent of FRPM eligible students)	# of Bus Routes
North	1	Berkeley Unified	REALM Charter High	Traditional	Charter	High	9 - 12	347	No	Yes	Yes	66%	9
	2	Berkeley Unified	REALM Charter Middle	Traditional	Charter	Middle	6 - 8	249	No	Yes	Yes	70%	9
	3	Oakland Unified	Castlemont High*	Traditional	Non-charter	High	9 - 12	759	No	Yes	Yes	83%	10
	4	Oakland Unified	Fremont High*	Traditional	Non-charter	High	9 - 12	764	No	Yes	Yes	86%	6
	5	Oakland Unified	McClymonds High	Traditional	Non-charter	High	9 - 12	372	No	Yes	Yes	89%	6
	6	Oakland Unified	Oakland High	Traditional	Non-charter	High	9 - 12	1,562	No	Yes	Yes	88%	15
	7	Oakland Unified	Roosevelt Middle	Traditional	Non-charter	Middle	6 - 8	524	No	Yes	Yes	93%	3
	8	Oakland Unified	Westlake Middle	Traditional	Non-charter	Middle	6 - 8	383	Yes	Yes	Yes	86%	6
	9	Oakland Unified	Bret Harte Middle	Traditional	Non-charter	Middle	6 - 8	500	No	Yes	Yes	81%	10
	10	Oakland Unified	Aspire Berkley Maynard Academy	Traditional	Charter	Middle	K - 8	519	No	Yes	Yes	80%	4
	11	Oakland Unified	Oakland Military Institute	Traditional	Charter	Middle/High	6 - 12	683	No	Yes	Yes	73%	10
	12	Oakland Unified	Alliance Academy	Traditional	Non-charter	Middle	6 - 8	328	No	Yes	Yes	87%	1
	13	Oakland Unified	Elmhurst Community Prep	Traditional	Non-charter	Middle	6 - 8	383	No	Yes	Yes	93%	1
	14	Oakland Unified	Frick Middle*	Traditional	Non-charter	Middle	6 - 8	227	No	Yes	Yes	94%	5
	15	Oakland Unified	Urban Promise Academy	Traditional	Non-charter	Middle	6 - 8	370	No	Yes	Yes	95%	6
Central	16	San Leandro Unified	San Leandro High*	Traditional	Non-charter	High	9 - 12	2,608	Yes	Yes	Yes	58%	5
	17	San Leandro Unified	John Muir Middle*	Traditional	Non-charter	Middle	6 - 8	970	Yes	Yes	Yes	60%	1
	18	Hayward Unified	Cesar Chavez Middle	Traditional	Non-charter	Middle	6 - 8	567	Yes	Yes	Yes	82%	5
	19	Hayward Unified	Bret Harte Middle	Traditional	Non-charter	Middle	7 - 8	637	Yes	Yes	Yes	59%	8
	20	Hayward Unified	Hayward High	Traditional	Non-charter	High	9 - 12	1,576	No	Yes	Yes	66%	3
	21	San Lorenzo Unified	Bohannon Middle	Traditional	Non-charter	Middle	6 - 8	854	Yes	Yes	Yes	68%	4
	22	San Lorenzo Unified	San Lorenzo High	Traditional	Non-charter	High	9 - 12	1,394	Yes	Yes	Yes	76%	2
South	23	New Haven Unified	Cesar Chavez Middle*	Traditional	Non-charter	Middle	6 - 8	1,255	Yes	Yes	Yes	62%	1 ACT 4 UCT
	24	New Haven Unified	James Logan High*	Traditional	Non-charter	High	9 - 12	3,750	No	Yes	Yes	45%	9 ACT 6 UCT
	25	Newark Unified	Newark Junior High	Traditional	Non-charter	Middle	7 - 8	901	No	Yes	Yes	51%	4
	26	Newark Unified	Newark Memorial High	Traditional	Non-charter	High	9 - 12	1,703	No	Yes	Yes	45%	8
	27	Fremont Unified	William Hopkins Junior High	Traditional	Non-charter	Middle	7 - 8	1,119	No	Yes	Yes	5%	2
	28	Fremont Unified	American High	Traditional	Non-charter	High	9 - 12	2,200	Yes	Yes	Yes	17%	5
East	29	Dublin Unified	Wells Middle	Traditional	Non-charter	Middle	6 - 8	920	Yes	Yes	Yes	15%	2

Planning Area		School District	School Name	School Type	Charter	School Level	Grades	Enrollment (2016-2017)	SR2S	Traditional/ Continuation School Day	Existing Bus Stop within 1/4 mile of School	Income Opportunity (percent of FRPM eligible students)	# of Bus Routes
	30	Dublin Unified	Dublin High	Traditional	Non-charter	High	9 - 12	2,499	Yes	Yes	Yes	8%	5
	31	Livermore Valley Joint Unified	Del Valle Continuation High	Continuation	Non-charter	High	7 - 12	121	No	Yes	Yes	54%	1
	32	Livermore Valley Joint Unified	East Avenue Middle*	Traditional	Non-charter	Middle	6 - 8	618	Yes	Yes	Yes	31%	1
	33	Livermore Valley Joint Unified	Livermore High*	Traditional	Non-charter	High	9 - 12	1,810	No	Yes	Yes	21%	4
	34	Livermore Valley Joint Unified	Andrew N. Christensen Middle	Traditional	Non-charter	Middle	6 - 8	625	No	Yes	Yes	17%	1
	35	Pleasanton Unified	Thomas S. Hart Middle	Traditional	Non-charter	Middle	6 - 8	1,243	Yes	Yes	Yes	6%	6
	36	Pleasanton Unified	Foothill High	Traditional	Non-charter	High	9 - 12	2,148	Yes	Yes	Yes	6%	3

*Schools in Year 1 Pilot Program

Schools in Year 2 of the Pilot Program