



Planning, Policy and Legislation Committee Meeting Agenda Monday, November 19, 2018, 10:30 a.m.

Committee Chair:	John Bauters, City of Emeryville	Executive Director:	Arthur L. Dao
Vice Chair:	Rebecca Kaplan, City of Oakland	Staff Liaison:	Tess Lengyel
Members:	Jesse Arreguin, Keith Carson, Scott Haggerty, Barbara Halliday, John Marchand, Lily Mei, Elsa Ortiz	Clerk of the Commission:	Vanessa Lee
Ex-Officio:	Richard Valle, Pauline Cutter		

1. Call to Order/Pledge of Allegiance

2. Roll Call

3. Public Comment

4. Consent Calendar

Page/Action

- | | | |
|--|---|---|
| 4.1. Approve October 8, 2018 PPLC Meeting Minutes | 1 | A |
| 4.2. Congestion Management Program (CMP): Summary of the Alameda CTC's Review and Comments on Environmental Documents and General Plan Amendments Update | 5 | I |

5. Regular Matters

- | | | |
|---|----|-----|
| 5.1. Legislative Update | 11 | A/I |
| 5.2. Affordable Student Transit Pass Program Evaluation and Recommendations | 25 | A |
| 5.3. Safe Routes to School Program Update | 51 | I |

6. Committee Member Reports

7. Staff Reports

8. Adjournment

Next Meeting: Monday, January 14, 2019

Notes:

- All items on the agenda are subject to action and/or change by the Commission.
- To comment on an item not on the agenda (3-minute limit), submit a speaker card to the clerk.
- Call 510.208.7450 (Voice) or 1.800.855.7100 (TTY) five days in advance to request a sign-language interpreter.
- If information is needed in another language, contact 510.208.7400. Hard copies available only by request.
- Call 510.208.7400 48 hours in advance to request accommodation or assistance at this meeting.
- Meeting agendas and staff reports are available on the [website calendar](#).
- Alameda CTC is located near 12th St. Oakland City Center BART station and AC Transit bus lines. [Directions and parking information](#) are available online.



Alameda CTC Schedule of Upcoming Meetings:

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
Mayor Jesse Arreguin

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 Gray King

City of Pleasanton
Mayor Jerry Thorne

City of Union City
Mayor Carol Dutra-Vernaci

Executive Director
Arthur L. Dao

Description	Date	Time
Paratransit Technical Advisory Committee (ParaTAC)	January 8, 2019	9:30 a.m.
Alameda County Technical Advisory Committee (ACTAC)	January 10, 2019	1:30 p.m.
Finance and Administration Committee (FAC)	January 14, 2019	8:30 a.m.
I-680 Sunol Smart Carpool Lane Joint Powers Authority (I-680 JPA)		9:30 a.m.
I-580 Express Lane Policy Committee (I-580 PC)		10:00 a.m.
Planning, Policy and Legislation Committee (PPLC)		10:30 a.m.
Programs and Projects Committee (PPC)		12:00 p.m.
Independent Watchdog Committee (IWC)	January 14, 2019	5:30 p.m.
Alameda CTC Commission Meeting	January 24, 2019	2:00 p.m.
Paratransit Advisory and Planning Committee (PAPCO)	January 28, 2019	1:30 p.m.
Bicycle and Pedestrian Community Advisory Committee (BPAC)	February 21, 2019	5:30 p.m.

All meetings are held at Alameda CTC offices located at 1111 Broadway, Suite 800, Oakland, CA 94607. Meeting materials, directions and parking information are all available on the [Alameda CTC website](http://www.AlamedaCTC.org).



1. Call to Order/Pledge of Allegiance

2. Roll Call

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

Subsequent to the roll call:

Commissioner Carson arrived during item 3.

3. Public Comment

There were no public comments.

4. Consent Calendar

4.1. Approval of the September 10, 2018 PPLC Meeting Minutes

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

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

Yes: *Bauters, Carson, Cutter, Haggerty, Halliday, Kaplan, Marchand, Mei, Ortiz, Valle*

No: *None*

Abstain: *None*

Absent: *Arreguin*

5. Regular Matters

5.1. Legislative Update

Tess Lengyel provided an update on federal and state legislative activities. Ms. Lengyel stated that Governor Brown wrapped up his final actions upon legislation for the 2017-18 legislative session on September 30th. Alameda CTC followed over 50 bills this year and the Commission took formal positions on 10 bills. Ms. Lengyel recapped legislative activities that the Commission has taken for the year and she informed the committee that the 2019 legislative program will come to the Commission for Approval in November.

Commissioner Haggerty stated that as the Commission moves forwards with the legislative platform for next year, the agency should try to address limiting the agency's liability for the express lanes.

Commissioner Mei noted that the City of Fremont has been educating the community on SB 1 using various tool and methods. The Fremont city council will discuss Proposition 6 at their October 16th meeting.

Commissioner Kaplan suggested the agency continue being involved in the Transportation Network Companies (TNC) Wheelchair Access bill. She mentioned that San Francisco has a proposed tax on TNC trips and Commissioner Kaplan suggested Alameda CTC look into doing something similar in Alameda County. Mr. Dao mentioned San Francisco is both a city and a county and their sales tax authority does not have the authority to tax TNCs.

Commissioner Kaplan stated that since staff is sending the I-580 Express Lanes After Study Report to the legislature, it's an opportunity to advocate for extending the existing lanes. Ms. Lengyel stated that Alameda CTC will be doing additional studies on I-580 looking at expansion of express lanes and other options within the 580 corridor, starting with the Dublin Grade.

Commissioner Halliday thanked Mr. Dao for speaking at Haywards Chamber of Commerce Government Relations Committee about SB1 and Proposition 6 on the November ballot.

This item is for information only.

5.2. Approve the Congestion Management Program 2018 Conformity Findings

Tess Lengyel stated that both agenda items 5.2 and 5.3 are related to the legislatively required Congestion Management Program (CMP). She noted that the jurisdictions must comply with the elements of the CMP to be found in compliance. Ms. Lengyel stated that Saravana Suthanthira will present this item. Ms. Suthanthira stated that the CMP is updated annually to include the conformity findings. She noted that jurisdictions must comply with four elements of the CMP to be found in compliance, which are: Level of service Monitoring, Travel Demand Management (TDM), Land Use Analysis and Pay annual fees. Ms. Suthanthira recommended that the Commission approve the CMP 2018 Conformity Findings.

Commissioner Kaplan asked if the City of Alameda instead of the City of Oakland is the lead jurisdiction for the deficient connection between SR-260 Posey Tube to I-880. Ms. Suthanthira stated that the legislature states that where the segment lies is the lead jurisdiction. Commissioner Kaplan then asked who will perform the TDM. Mr. Dao responded that it will be the lead jurisdiction with support from the participating jurisdiction. He also stated that Alameda CTC will work with Oakland, Alameda and the transit agency to address solutions.

Commissioner Halliday moved to approve this item. Commissioner Carson seconded the motion. The motion passed with the following votes:

Yes: *Bauters, Carson, Cutter, Haggerty, Halliday, Kaplan, Marchand, Mei, Ortiz, Valle*
No: *None*
Abstain: *None*
Absent: *Arreguin*

5.3. Congestion Management Program 2017 Multimodal Performance Report Update

Chris G. Marks provided an update on the 2017 Congestion Management Program Performance Report. He stated that the Performance Report tracks trends in a series of performance measures. Mr. Marks covered population and job growth, commute patterns and data surrounding commute modes and freeway and transit performance. Mr. Marks provided collision data and information on the condition of roadways and he discussed goods movement data and active transportation safety findings.

Commissioner Haggerty asked if regional commute trips involve trips over the Altamont pass from San Joaquin County. Ms. Lengyel responded that the data presented includes those trips.

Commissioners Bauters asked for clarification for the level of service in the Tri-Valley. Mr. Marks noted that the data being viewed was generated by Metropolitan Transportation Commission (MTC) using 2017 data and Alameda CTC is using 2018 data. Commissioner Haggerty suggested that the report should reflect the difference of the data.

Commissioner Halliday also noted that the data in the packet is different than the data in the presentation. Ms. Lengyel stated that staff will sync the data between the fact sheets and the presentation for the Commission meeting and the discrepancy noted is due to using the most current information recently released in the PowerPoint presentation, which wasn't available at the time of the written report production.

Commissioner Carson asked about accidents that may be caused by truck traffic versus car traffic. Ms. Lengyel stated that the information isn't broken out that way and staff will look into bringing parsed out information to the Commission meeting.

Commissioner Halliday noted that speeding and parking are the largest cause of death and asked where are the pilot programs that will assist in alleviating this.

Commissioner Mei mentioned that Fremont's implementation of Vision Zero decreased the number of major collisions.

Commissioner Bauters asked if we have a total number of people bicycling and walking. Commissioner Bauters also asked if Alameda CTC has partners that may have this data. Mr. Marks said that Alameda CTC has an annual count program, but that actual numbers are very hard to capture.

Commissioner Kaplan asked if locations of bicycle and pedestrian collisions tracked. Mr. Marks said for the Countywide Transportation Plan that data is tracked. Commissioner Kaplan stated that information would be useful to identify what to improve going forward. Ms. Lengyel stated that is happening in the Active Transportation Plan.

Commissioner Ortiz clarified that AC Transit does not maintain the bus shelters. She stated that Clear Channel has the contract with the cities to maintain the shelters. Mr. Dao mentioned that Measure B and Measure BB Direct Local Distribution (DLD) funds are eligible to maintain bus shelters.

Commissioner Haggerty suggested that staff send the performance report to the legislature.

Commissioner Carson asked in the area of through traffic, is there metrics of where traffic originates. Mr. Marks said yes and the Commissioner requested staff to provide that information at a future meeting.

This item is for information only

5.4. East Bay Regional Park District Update on Measure FF

Erich Pfuehler with East Bay Regional Park District presented an overview on Measure FF, which is voter approved funding for Regional Parks in Western Alameda and Contra Costa counties to maintain regional park services.

This item is for information only.

6. Committee Member Reports

Commissioner Kaplan noted that when people ask how to increase capacity with growing populations, she suggested that capacity maybe increased by filling the empty seats in each car. She mentioned that carpool promotion can happen without construction.

7. Staff Reports

Tess Lengyel informed the Committee that MTC released a Pothole Report, which shows Bay Area roads at risk. The report talks about the pavement index through the region. Ms. Lengyel noted that the regional average is 67 and Alameda County is 68. The current maintenance back log is \$1 Billion and if SB 1 goes away it will become \$2 Billion.

8. Adjournment/ Next Meeting

The next meeting is:

Date/Time: November 19, 2018 at 10:30 a.m.

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



Memorandum

4.2

1111 Broadway, Suite 800, Oakland, CA 94607 • PH: (510) 208-7400 • www.AlamedaCTC.org

DATE: November 13, 2018

TO: Planning, Policy and Legislation Committee

FROM: Saravana Suthanthira, Principal Transportation Planner
Chris G. Marks, Associate Transportation Planner

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

Recommendation

This item is provide the Commission with an update on the summary of Alameda CTC's review and comments on Environmental Documents and General Plan Amendments. This item is for information only.

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 October 8, 2018, the Alameda CTC reviewed one NOP. A response was submitted and is included as Attachment A.

Fiscal Impact: There is no fiscal impact associated with the requested action.

Attachment:

- A. Response to the Notice of Preparation of a Supplemental Environmental Impact Report (SEIR) for the Brooklyn Basin Project in Oakland

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October 17, 2018

Catherine Payne
Acting Development Planning Manager
City of Oakland Bureau of Planning
250 Frank H. Ogawa Plaza, Suite 2214
Oakland, CA, 94612

SUBJECT: Response to the Notice of Preparation (NOP) of a Supplemental Environmental Impact Report (SEIR) for the Brooklyn Basin Project in Oakland

Dear Ms. Payne,

Thank you for the opportunity to comment on the Notice of Preparation (NOP) of the Supplemental Environmental Impact Report (SEIR) for the Brooklyn Basin Project. The project site is located in Oakland along the Brooklyn Basin. The project site is approximately 72.2 acres, 64.2 of which are on land and eight submerged. The site is bordered by Embarcadero Road to the North, the Oakland Estuary to the South, Fallon Street to the West, and 10th Avenue to the East. The Alameda County Congestion Management Agency, now the Alameda County Transportation Commission, commented on the Draft Environmental Impact Report for the project for this site (the Oak to Ninth Mixed Use Development Project) on October 24, 2005. The Oak to Ninth project included up to 3,100 residential units, 200,000 square feet of commercial space, 3,500 structured parking spaces, approximately 27 acres of public open space, two renovated marinas, and a wetlands restoration area. The proposed modifications to the approved project would include an additional 600 residential units, for a total of 3,700 residential units. Additionally, the proposed modifications amend the approved marina renovation to include up to 158 additional slips, for a total of 218 slips, as well as a landing dock for an existing water taxi and small-scale ferry service.

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

Basis for Congestion Management Program (CMP) Review

- It appears that the proposed project will generate at least 100 p.m. peak hour trips over existing conditions, and therefore the CMP Land Use Analysis Program requires the City to conduct a transportation impact analysis of the project. For information on the CMP, please visit: http://www.alamedactc.org/app_pages/view/5224

Use of Countywide Travel Demand Model

- The Alameda Countywide Travel Demand Model should be used for CMP Land Use Analysis purposes. The CMP requires local jurisdictions to conduct travel model runs themselves or through a consultant. The City of Oakland and the Alameda CTC signed a Countywide Model Agreement on May 28, 2008. Before the model can be used for this project, a letter must be

submitted to the Alameda CTC requesting use of the model and describing the project. A copy of a sample letter agreement is available upon request. The most current version of the Alameda CTC Countywide Travel Demand Model was updated in June 2018 to be consistent with the assumptions of Plan Bay Area 2040.

Impacts

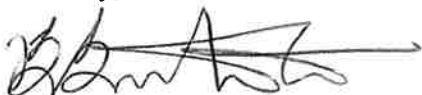
- The SEIR should address all potential impacts of the project on the Metropolitan Transportation System (MTS) roadway network.
 - MTS roadway facilities in the project area include
 - In Oakland, East 8th Street, Harrison St, Webster St, and I-880
 - For the purposes of CMP Land Use Analysis, the Highway Capacity Manual 2010 freeway and urban streets methodologies are the preferred methodologies to study vehicle delay impacts.
 - The Alameda CTC has *not* adopted any policy for determining a threshold of significance for Level of Service for the Land Use Analysis Program of the CMP. Professional judgment should be applied to determine the significance of project impacts (Please see Chapter 6 of the 2017 CMP for more information).
- The SEIR should address potential impacts of the project on Metropolitan Transportation System (MTS) transit operators.
 - MTS transit operators potentially affected by the project include AC Transit and BART.
 - Transit impacts for consideration include the effects of project vehicle traffic on mixed flow transit operations, transit capacity, transit access/egress, need for future transit service, and consistency with adopted plans. See Appendix J of the 2017 CMP document for more details.
- The SEIR should address potential impacts of the project to cyclists on the Countywide Bicycle Network.
 - Countywide bicycle facilities in the project area include:
 - The East Bay Greenway
 - The Bay Trail
 - Impacts to consider on conditions for cyclists include effects of vehicle traffic on cyclist safety and performance, site development and roadway improvements, and consistency with adopted plans. See Appendix J of the 2017 CMP document for more details.
- The SEIR should address potential impacts of the project to pedestrians in Pedestrian Plan Areas of Countywide Significance as defined by the Countywide Pedestrian Plan.
 - The Project overlaps with two Areas of Countywide Pedestrian Significance:
 - The site is located within a ½ mile of a transit corridor
 - Proximity to the Oakland Central Business District and Laney College
 - Impacts to consider on conditions for pedestrians include effects of vehicle traffic on pedestrian access and safety, site development and roadway improvements, and consistency with adopted plans. See Appendix J of the 2017 CMP document for more details.

Mitigation Measures

- Alameda CTC's policy regarding mitigation measures is that to be considered adequate they must be:
 - Adequate to sustain CMP roadway and transit service standards;
 - Fully funded; and
 - Consistent with project funding priorities established in the Capital Improvement Program of the CMP, the Countywide Transportation Plan (CTP), and the Regional Transportation Plan (RTP) or the Federal Transportation Improvement Program, if the agency relies on state or federal funds programmed by Alameda CTC.
- The SEIR should discuss the adequacy of proposed mitigation measure according to the criteria above. In particular, the SEIR should detail when proposed roadway or transit route improvements are expected to be completed, how they will be funded, and the effect on service standards if only the funded portions of these mitigation measures are built prior to Project completion. The SEIR should also address the issue of transit funding as a mitigation measure in the context of the Alameda CTC mitigation measure criteria discussed above.
- Jurisdictions are encouraged to discuss multimodal tradeoffs associated with mitigation measures that involve changes in roadway geometry, intersection control, or other changes to the transportation network. This analysis should identify impacts to automobiles, transit, bicyclists, and pedestrians. The HCM 2010 MMLOS methodology is encouraged as a tool to evaluate these tradeoffs, but project sponsors may use other methodologies as appropriate for particular contexts or types of mitigations.
- The SEIR should consider the use of TDM measures, in conjunction with roadway and transit improvements, as a means of attaining acceptable levels of service. Whenever possible, mechanisms that encourage ridesharing, flextime, transit, bicycling, telecommuting and other means of reducing peak hour traffic trips should be considered. The Alameda CTC CMP Menu of TDM Measures and TDM Checklist may be useful during the review of the development proposal and analysis of TDM mitigation measures (See Appendices F and G of the 2017 CMP).

Thank you for the opportunity to comment on this NOP. Please contact me at (510) 208-7426 or Chris G. Marks, Associate Transportation Planner at (510) 208-7453, if you have any questions.

Sincerely,



Saravana Suthanthira
Principal Transportation Planner

cc: Chris G. Marks, Associate Transportation Planner

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Memorandum

5.1

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

DATE: November 13, 2018

TO: Planning, Policy and Legislation Committee

FROM: Tess Lengyel, Deputy Executive Director of Planning and Policy

SUBJECT: Federal, state, regional, and local legislative activities update and proposed 2019 Legislative Program

Recommendation

Receive an update on federal, state, regional, and local legislative activities and approve the 2019 Alameda CTC Legislative Program.

Summary

Each year, Alameda CTC adopts a legislative program to provide direction for its legislative and policy activities for the year. The purpose of the legislative program is to establish funding, regulatory, and administrative principles to guide Alameda CTC's legislative advocacy. The program is designed to be broad and flexible, allowing Alameda CTC 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, D.C.

The 2019 Alameda CTC Legislative Program is divided into six sections and retains many of the 2017 priorities:

- 1. Transportation Funding
- 2. Project Delivery and Operations
- 3. Multimodal Transportation, Land Use and Safety
- 4. Climate Change and Technology
- 5. Goods Movement
- 6. Partnerships

Legislative, policy, and funding partnerships throughout the Bay Area and California will be key to the success of the 2019 Legislative Program.

Attachment A provides an overview of each legislative category. Attachment B summarizes the proposed legislative program.

Fiscal Impact: There is no fiscal impact associated with the requested action.

Attachments:

- A. Alameda CTC 2019 Legislation Program Overview
- B. Alameda CTC 2019 Legislation Program Table

2019 Alameda CTC Legislative Program Overview

Introduction

Each year, the Alameda County Transportation Commission (Alameda CTC) adopts a legislative program to provide direction for its legislative and policy activities for the year. The purpose of the 2019 Alameda CTC Legislative Program is to establish funding, regulatory, and administrative principles to guide Alameda CTC's legislative advocacy in the coming year. The program is developed to be broad and flexible, allowing Alameda CTC to pursue legislative and administrative opportunities that may arise during the year, and to respond to the changing political processes in the region, as well as in Sacramento and Washington, D.C.

The legislative program supports Alameda CTC in its required role as manager of the county's voter-mandated transportation expenditure plans, as the county's congestion management agency and as the operator of express lanes. Alameda CTC relies on its legislative program to advance transportation programs and projects that will maintain and improve Alameda County's multimodal transportation system. Some of the main factors that will influence the 2019 Alameda CTC Legislative Program include:

- Implementation of Alameda County's 2000 and 2014 Transportation Expenditure Plans and actively seek opportunities to leverage other funds for project and program delivery;
- Advocacy for funding of Alameda CTC projects and programs to leverage local funds, including in principles for federal surface transportation reauthorization legislation;
- Identification of funding for expansion of Alameda CTC programs including the Affordable Student Transit Pass Program and the Safe Routes to Schools Program;
- Goods movement and passenger rail improvements planning, delivery and advocacy, and implementation of rail crossing safety enhancements;
- Preservation of transportation funding, including opposition to future attempts to reverse Senate Bill 1;
- Advancement of Alameda CTC projects funded through Regional Measure 3;
- Protection of express lane performance, delivery, management and enforcement;
- Development and advancement of smart technology policies; and
- Expansion of legislative and policy partnerships throughout the Bay Area, in California, and in Washington, D.C.

Funding and policy decisions supported through a legislative program will advance Alameda CTC projects and programs. The 2019 Legislative Program is divided into six sections:

1. Transportation Funding

2. Project Delivery and Operations
3. Multimodal Transportation, Land Use and Safety
4. Climate Change and Technology
5. Goods Movement
6. Partnerships

The following legislative areas are related to federal, state, regional, and local policy and legislative efforts as applicable.

1. Transportation Funding

California represents one of the largest economies in the U.S. Its diverse industries range from agriculture to mining to biotechnology to new transportation technologies—all of which serve as a source of the state's economic strength. Each of these industries relies on a backbone of transportation to move people, goods, and services.

Prior to 2015, transportation funding at the federal and state level was limited. The federal gas tax had not been raised, and even though fuel prices fluctuate significantly in California, the state gas tax had remained flat with no index to inflation since the early 1990's. Meanwhile, the costs to deliver transportation projects and programs, operate transit, and perform system maintenance continued to rise. In 2015, the FAST Act provided a much-needed increase in federal funding for highway, transit, and rail surface transportation projects.

In 2017, the outlook for transportation funding from the state improved considerably with the passage of Senate Bill 1, which provides an average of \$5.4 billion per year for state and local transportation projects. In June 2018, Bay Area voters approved Regional Measure 3 which is anticipated to deliver over \$4.5 billion in regional transportation improvements.

FAST Act: In December 2015, the federal surface transportation bill was signed into law: Fixing America's Surface Transportation (FAST) Act. The law authorized \$305 billion in surface transportation funding through FY 2020. This came after a number of short-term extensions of the nation's surface transportation program. The FAST Act funds federal highway, highway safety, transit, and rail programs over a five year period. Discussions regarding reauthorization of the FAST Act and/or an infrastructure bill is likely to begin in 2019 and Alameda CTC will continue to support increased funding and rewarding self-help states and jurisdictions that tax themselves for transportation improvements.

Senate Bill 1: The Road Repair and Accountability Act of 2017, SB 1, provides reliable and stable funding streams for California's roads, bridges, highways, transit and active transportation. Alameda CTC has been awarded competitive grants for freight improvements at the Port of Oakland. Alameda CTC strongly supported the passage of SB1 and took an oppose position on Proposition 6 on the November 2018 ballot. Alameda CTC plans to submit applications and seek funding from many SB 1 programs in the coming years and will engage in the guideline development process to support

Alameda County needs, including the Solutions for Congested Corridors Program that supports multimodal projects on congested highways and major arterials; the Local Partnership Program that helps fund priority projects in counties and cities with voter-approved transportation taxes and fees; the Trade Corridor Enhancement Program that funds freight projects nominated by MTC and the state; and the Active Transportation Program for bicycle and pedestrian projects and programs.

Regional Measure 3: In June 2018, Bay Area voters approved Regional Measure 3 with over 54% for a \$4.5 billion program of projects and operating funds through increases in bridge tolls. Alameda County is eligible for over \$1 billion of this funding. Alameda CTC will work closely with the Metropolitan Transportation Commission to ensure that transportation projects needed in Alameda County are prioritized so projects can advance quickly while leveraging Measure BB sales tax dollars.

Wayfair Decision: In June 2018, the U.S. Supreme Court ruled in *South Dakota v. Wayfair Inc.* that online retailers are required to collect and remit sales tax regardless of whether the online retailer has a physical presence in the state where the order is delivered. While the California Department of Tax and Fee Administration is expected to issue a guidance letter to implement the Wayfair decision, legislation implementing this change in California will be introduced to make additional statutory changes.

Alameda CTC and its Self-Help partners will be actively involved in this effort to ensure the collection and equitable distribution local transportation sales taxes.

Alameda CTC's legislative priorities for transportation funding include the following:

Increase transportation funding

- Oppose efforts to repeal transportation revenues streams enacted through SB1.
- 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.
- Ensure fair share of sales tax allocations from new laws and regulations, such as the Supreme Court Wayfair Decision.
- Seek, acquire, accept and implement grants to advance project and program delivery.

Protect and enhance voter-approved funding

- 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.
- Support statewide principles for federal surface transportation reauthorization and/or infrastructure bills that expand funding and delivery opportunities for Alameda County

2. Project Delivery and Operations

Delivery of transportation infrastructure expeditiously is critical for ensuring cost-effective mobility of people and goods, while protecting local communities and the environment, and creating jobs. However, delivery of projects is often bogged down by long time frames for project delivery processes, including environmental clearance and mitigation, design, right of way, and project funding.

Implementation of express lanes has evolved as technology and best management practices are developed across the region, state and nation. Alameda CTC's legislative platform supports common interests across the state regarding express lane implementation, operations and management.

Alameda CTC will continue to expedite project delivery and operations through partnerships and best management practices.

Advance innovative project delivery

- Support environmental streamlining and expedited project delivery, including contracting flexibility and innovative project delivery methods.
- Support high-occupancy vehicle (HOV)/express 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

- 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

- Support HOV/managed lane policies that protect toll operators' management of lane operations and performance, toll rate setting and toll revenue reinvestments, deployment of new technologies and improved enforcement.
- Support legislation that clarifies and enables effective toll processing, resolution of unpaid tolls, and interoperability.
- Oppose legislation that degrades HOV lanes that could lead to congestion and decreased efficiency.

3. Multimodal Transportation, Land Use and Safety

Transportation in the Bay Area must serve multiple needs. It must efficiently deliver food and goods, and move people from one place to another. Multimodal options offer the traveling public choices, manage traffic demand, reduce greenhouse gas emissions, and improve the transportation system efficiency. Effective implementation of multimodal transportation systems relies on how local coordination and development supports these types of investments and projects. Linking land use and transportation decisions can result in economic growth and can expand safety, mobility and reduce emissions for residents and businesses.

Alameda CTC supports efforts that encourage, fund, and provide incentives and/or reduce barriers to integrating transportation, housing, and job development in areas that foster effective transportation use. In addition, since transportation systems serve the mobility needs of youth, seniors, people with disabilities, working people, and people at all income levels, Alameda CTC supports a multi modal system that offers travel choices and expands access for all transportation users.

Reduce barriers to the implementation of transportation and land use investments

- Support legislation that increases flexibility and reduces barriers for infrastructure improvements that link transportation, housing, and jobs.
- Support local flexibility and decision-making regarding land-uses for transit oriented development (TOD) and priority development areas (PDAs).
- Support funding opportunities for TOD and PDA implementation, including transportation corridor investments that link PDAs.

Expand multimodal systems, shared mobility and safety

- Support policies that provide increased flexibility for transportation service delivery through programs that address the needs of commuters, youth, seniors, people with disabilities and low-incomes, and do not create unfunded mandates.
- Support policies that enable shared mobility innovations while protecting the public interest, including 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, including for improved safety and 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.

4. Climate Change and Technology

The enactment of Assembly Bill 32 and SB 375 to reduce the state's greenhouse gas (GHG) emissions link transportation and housing and create a funding stream to pay for projects and programs that reduce GHG emissions (the state's Cap and Trade Program).

Cap-and-Trade Program Implementation

The Cap and Trade Program is a market based approach to address statewide limits on greenhouse gas (GHG) emissions and generates funds through quarterly auctions for carbon credits. The revenue is directed to projects and programs intended to further reduce GHG emissions. In 2017 both court and legislative actions reinforced the cap and trade program and subsequent auctions had increased revenues. In 2018, new state regulations require the transition of transit vehicles and equipment to zero emissions. Alameda CTC supports funding for transit operators to make this transition.

Alameda CTC has participated in commenting on the development of cap and trade guidelines and will continue to work with the state and region on the implementation of the Cap and Trade Program, continuing to advocate for significant funding in the Bay Area.

Alameda CTC also supports investments from new revenue streams for transportation, while supporting legislative options to create and increase separate funding streams for housing. Alameda CTC supports climate change legislation as follows:

Support climate change legislation and technologies to reduce GHG emissions

- Support funding for infrastructure, operations, and programs to relieve congestion, improve air quality, reduce emissions, expand resiliency and support economic development, including transitioning to zero emissions transit fleets and infrastructure.
- 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 legislation and policies to facilitate deployment of connected and autonomous vehicles in Alameda County, including data sharing that will enable long-term planning.
- Support the expansion of zero emissions 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.

5. Goods Movement

Alameda County serves as a gateway for goods movement to and from the county, the San Francisco Bay Area, Northern California, and the Western United States. Efficient

goods movement expands job opportunities, supports local communities, and bolsters the economy of Alameda County, the Bay Area, and the nation.

In February 2016, Alameda CTC completed development of a Countywide Goods Movement Plan that outlines a long-range strategy for how to move goods effectively within, to, from, and through Alameda County by roads, rail, air, and water. In 2017, Alameda CTC adopted a Rail Strategy to support freight and passenger rail investments for rail efficiencies and to reduce impacts on local communities. In 2018, MTC adopted a 10-Year freight investment strategy for goods movement which will direct \$3.8 billion over 10 years to 20 different projects in the Bay Area, with a particular focus on Interstate Corridors and the Port of Oakland in Alameda County, reflecting Alameda CTC freight priorities.

Due to these planning and partnering efforts, Alameda CTC has been successful in receiving grant awards for goods movement projects. In October 2017, the Global Opportunities at the Port of Oakland Project, known as GoPort, was the recipient of a nearly \$10 million Advanced Transportation and Congestion Management Technologies Deployment Grant. The Federal Highway Administration fully funded the request of Alameda CTC to support the integration of Freight Community System and advanced ITS technology. In May 2018, Alameda CTC and the City of Emeryville were awarded over \$191 million from SB1 Trade Corridor Enhancement Program (TCEP) funds for the construction phase of the 7th Street Grade Separation (East) project (\$175 million), Freight Intelligent Transportation System (\$12.4 million) and Emeryville grade crossing improvements (\$4.2 million).

Alameda CTC continues to support a strong freight program as part of the federal surface transportation bill reauthorization, the FAST Act. Alameda CTC will support a continued focus on freight investment for future federal surface transportation reauthorization efforts.

Alameda CTC supports allocation of funds for freight projects in Alameda County through the SB 1 TCEP, and prioritization of Bay Area transportation goods movement projects in regional, state and federal goods movement planning and funding processes.

Alameda CTC supports the following legislative priorities related to goods movement.

Expand goods movement funding and policy development

- 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.

6. Partnerships

In the coming year, Alameda CTC seeks to expand and strengthen its partnerships at the local, regional, state, and federal levels to collaborate on policies, funding, legislation, and project and program delivery opportunities.

Regional Partnerships: On a regional level, Alameda CTC is facilitating coordination with a number of agencies to leverage funding and efficiently partner on transportation projects and programs. Alameda CTC is also participating in partnerships with the Bay Area County Transportation Agencies and regional agencies: Metropolitan Transportation Commission, Association of Bay Area Governments, Bay Area Air Quality Management District, and Bay Conservation and Development Commission, as applicable.

State Partnerships: Alameda CTC is coordinating at the state level with the Self-Help Counties Coalition and the California Association of Councils of Government, the California State Transportation Agency, the California Transportation Commission and Caltrans. Alameda CTC views these efforts as essential to having more impact at the policy and planning levels, and unifying efforts to help ensure common policies and practices can translate into more effective transportation project and program advocacy and implementation.

Local Partnership Program: Alameda CTC supports the SB 1 Local Partnership Program, because it helps finance priority projects in counties and cities with voter-approved transportation taxes and fees. It also leverages local dollars and provides an incentive for counties without a local tax program to establish one. Alameda CTC participated in guidelines development in 2017 and will continue to support partnerships that advance project and program delivery.

Federal Partnerships: On a federal level, Alameda CTC advocates for a long-term transportation funding program that is sustainable, reliable, and supports both capital investments and operations.

Other Partnering Opportunities: Alameda CTC will continue to partner on the implementation and update of its Countywide Transportation Plan and the multimodal corridor projects and policies that arise from the plans to provide more transportation choices and improve efficiencies throughout the county. Alameda CTC will continue its many multi-county transportation efforts, such as multi-modal arterial planning, express lane implementation, implementation and expansion of the affordable student transit pass program, and Transportation Demand Management.

Alameda CTC supports efforts that expand job opportunities for contracting with local

and small businesses in the delivery of transportation projects and programs.

Expand partnerships at the local, regional, state, and federal levels

- 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.
- Partner with community and national organizations 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.



2019 Alameda County Transportation Commission Legislative Program

The legislative program herein supports Alameda CTC's transportation vision below adopted for the 2016 Countywide Transportation Plan:

1111 Broadway, Suite 800, Oakland, CA 94607
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“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 SB1. • 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. • Ensure fair share of sales tax allocations from new laws and regulations • 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. • Support statewide principles for federal surface transportation reauthorization and/or infrastructure bills that expand funding and delivery opportunities for Alameda County
Project Delivery and Operations	Advance innovative project delivery	<ul style="list-style-type: none"> • Support environmental streamlining and expedited project delivery, including contracting flexibility and innovative project delivery methods. • Support high-occupancy vehicle (HOV)/express 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 HOV/managed lane policies that protect toll operators' management of lane operations and performance, toll rate setting and toll revenue reinvestments, deployment of new technologies and improved enforcement. • Support legislation that clarifies and enables effective toll processing, resolution of unpaid tolls, and interoperability. • Oppose legislation that degrades HOV lanes that could lead to congestion and decreased efficiency.
	Reduce barriers to the implementation of transportation and land use investments	<ul style="list-style-type: none"> • Support legislation that increases flexibility and reduces barriers for infrastructure improvements that link transportation, housing, and jobs.

Issue	Priority	Strategy Concepts
Multimodal Transportation, Land Use and Safety		<ul style="list-style-type: none"> • Support local flexibility and decision-making regarding land-uses for transit oriented development (TOD) and priority development areas (PDAs). • Support funding opportunities for TOD and PDA implementation, including transportation corridor investments that link PDAs.
	Expand multimodal systems, shared mobility and safety	<ul style="list-style-type: none"> • Support policies that provide increased flexibility for transportation service delivery through programs that address the needs of commuters, youth, seniors, people with disabilities and low-incomes, and do not create unfunded mandates. • Support policies that enable shared mobility innovations while protecting the public interest, including 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, including for improved safety and 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 infrastructure, operations, and programs to relieve congestion, improve air quality, reduce emissions, expand resiliency and support economic development, including transitioning to zero emissions transit fleets. • 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 legislation and policies to facilitate deployment of connected and autonomous vehicles in Alameda County, including data sharing that will enable long-term planning. • Support the expansion of zero emissions 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.
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. • Partner with community and national organizations 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.



Memorandum

5.2

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

DATE: November 13, 2018

TO: Planning, Policy and Legislation Committee

FROM: Tess Lengyel, Deputy Executive Director of Planning and Policy
Cathleen Sullivan, Principal Planner

SUBJECT: Approve Affordable Student Transit Pass Program Year Two Evaluation and Recommendations for Program Continuation

Recommendation

The item includes updates on Year Three of the Affordable Student Transit Pass Pilot (STPP), the Year Two Evaluation Report and approval of a work plan to implement a 5-year expansion of the STPP.

Summary

The Alameda CTC has undertaken the development, implementation, and evaluation of an Affordable Student Transit Pass Pilot (STPP) to assess student transportation needs in the county and develop an approach to meet those needs through implementation and testing of different student transit pass program models across Alameda County. This three-year pilot to increase youth transportation access to school is identified in the 2014 Transportation Expenditure Plan (TEP) and funded by Measure BB.

The pilot provides transit passes to students in selected schools in each of Alameda County's planning areas for use on AC Transit, LAVTA Wheels, Union City Transit, and BART. In the spring of 2016, the Commission approved a framework for evaluating the pilot program including 18 qualitative and quantitative metrics, a site selection framework, a shortlist of schools for the pilot period, and the design for Year One of the pilot. Since then, with Commission approval, Alameda CTC has successfully implemented and evaluated Years One and Two of the pilot and launched Year Three.

The STPP began at nine schools in four Alameda County school districts – Oakland Unified School District (USD), San Leandro USD, New Haven USD (Union City), and Livermore Valley Joint USD – and has since expanded to include Hayward USD, Newark USD, and Fremont USD. In this third and final year, the STPP is being implemented in 21 schools in these seven school districts across the county.

In February 2018, the Commission received an update on Year Two and approved parameters and schools for Year Three, the final year of the pilot program. At the same meeting, and as a result of the effective implementation and evaluation of the Affordable Student Transit Pass Pilot (STPP), the Alameda CTC Commission expressed support for continuation and expansion of the program beyond the pilot period, which ends July 31, 2019.

This memorandum includes a summary of the evaluation of Year Two of the STPP, an update on Year Three implementation, and a framework and recommendations for the continuation of the STPP beyond the three year pilot period including the following program components: program model, ridership demand/capacity considerations, cost structure, funding/fiscal sustainability, and governance and administration.

The recommendation seeks approval for a five year phased expansion, including Phase 1 in the 2019/20 school year, and the timing of future phases to be determined based on close monitoring of implementation of Phase 1. Staff will continue to evaluate the benefits and impacts of the program using a streamlined set of evaluation criteria. To develop these recommendations, staff has closely coordinated with transit agency staff and utilized lessons learned from implementation of the STPP, outcomes of the evaluation efforts to date, and lessons from peer programs.

Background

Overall Program Design

The Alameda CTC has undertaken the development, implementation, and evaluation of an Affordable Student Transit Pass Pilot (STPP) to assess student transportation needs in the county and develop an approach to meet those needs through implementation and testing of different student transit pass program models across Alameda County. This pilot program is identified in the 2014 Transportation Expenditure Plan (TEP) and is funded by Measure BB. The three-year STPP ends July 31, 2019.

The adopted program goals are:

- Reduce barriers to transportation access to and from schools
- Improve transportation options for middle and high school students in Alameda County
- 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).

In the spring of 2016, the Commission approved a framework for evaluating the pilot program, a site selection framework, a shortlist of schools for the pilot period, and the design for Year One of the pilot. Since then, under direction of the Commission, Alameda CTC has successfully implemented and evaluated Years One and Two of the pilot and launched Year Three.

The pilot provides transit passes to students in selected schools for use on AC Transit, LAVTA Wheels, Union City Transit, and BART. The STPP is currently being implemented in 21 schools and seven school districts across the county. It began in four Alameda County school districts – Oakland Unified School District (USD), San Leandro USD, New Haven USD (Union City/ Hayward), and Livermore Valley Joint USD – spanning all of Alameda County’s planning areas. Since the first year, three additional districts have joined the program, Hayward USD, Newark USD, and Fremont USD.

Year Two Evaluation

The year two evaluation report reinforces findings from the Year One evaluation report that the program is fulfilling the goals it set out to accomplish by improving transportation access to school and broadening student options for travel in general, as well as building support for transit. Top-level findings include:

- Overall participation in the program more than doubled to over 6,600 students, representing nearly half of eligible students (Year One had just under 3,000 students, representing 36% of eligible students).
- During Year Two, the program facilitated nearly 900,000 transit boardings on the three bus operators. Based on available data, it appears that ridership generated by the STPP has supported growth and stabilization of transit ridership levels in several areas and to date there have been no reports of the pilot creating new over-crowding issues on buses.
- Participation and transit usage rates still vary throughout the county, generally correlated with financial need and transit availability.
- The program continues to support students' ability to participate in extra-curricular activities, including jobs, sports, and volunteer commitments.
- The STPP provides important financial support for families, over 60% of students reported that the savings provided by the pass was critical or helpful.
- School staff, families, and students have indicated that the transit pass is a critical tool in helping students who have attendance challenges and at risk families.
- The program model changes and administrative/implementation refinements implemented in Year Two were successful; they have simplified the program which has reduced administrative burden for all parties and increased access to the program for students and families.
- The addition of BART tickets to the program this year revealed demand for BART among participants; however significant challenges exist with pass format, administering ticket inventory, and unused fare value.

A summary of schools, models and participation in Year 2 is shown in Table 1. See Attachment A for the Executive Summary of the Year Two Evaluation Report which includes all key findings. The full evaluation report can be found here:

<https://www.alamedactc.org/studentpass>.

Table 1 Year Two Participation (July 2018)

Planning Area	School District	Participating Schools	Program Model	Number of Eligible Students	Number of Participants	Year-End Participation Rate
North	Oakland USD	<ul style="list-style-type: none"> Castlemont HS Fremont HS Frick MS McClymonds HS Westlake MS 	Free/Universal	2,706	2,543	94%
Central	San Leandro USD	<ul style="list-style-type: none"> San Leandro HS John Muir MS 	Free/Universal	3,609	1,787	50%
	Hayward USD	<ul style="list-style-type: none"> Hayward HS Bret Harte MS 	Means-Based/Free	1,598	497	31%
South	New Haven USD	<ul style="list-style-type: none"> Cesar Chavez MS James Logan HS 	Means-Based/Free	2,581	841	33%
East	Livermore Valley Joint USD	<ul style="list-style-type: none"> East Avenue MS Christensen MS Livermore HS Del Valle HS 	Free/Universal	3,416	960	28%
Total	5 Districts	15 schools	2 models	13,910	6,628	48%

Pilot Program Budget

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. With the expansion that is underway in Year Three, the program is already seeing a significant increase in participation compared to Year Two and expenditures in Year 3 are anticipated to be higher than previous years due to increased participation and requisite management of the passes. Any funds remaining at the end of the pilot period will be used to manage the development of the long-term program model and the transition between the pilot and a long-term program, and to apply for grants and other funding sources.

Year Three Update

The third year of the pilot was successfully launched in August 2018. The STPP continues to test two successful program models – Free/Universal and Means-based/Free; no program model changes were made at any school between Years Two and Three. In Year Three, the STPP expanded to include six new schools and two new school districts, bringing the total to 21 schools in 7 school districts. As of October 2018, participation has

surpassed past years with nearly 11,000 participants, representing 57% of eligible students.

Table 2 shows a summary of Year Three participation as of October 2018. Alameda CTC updates school enrollment and FRPM tables annually which explains differences between Year 2 and 3 eligible students.

Table 2 Year Three Participation (October 2018)

Planning Area	School District	Participating Schools	Program Model	Number of Eligible Students	Number of Participants	Participation Rate (Oct 2018)
North	Oakland USD	<ul style="list-style-type: none"> • Frick MS • Westlake MS • Roosevelt MS • Castlemont HS • Fremont HS • McClymonds HS • Oakland HS 	Free/ Universal	5,112	4,824	94%
Central	San Leandro USD	<ul style="list-style-type: none"> • San Leandro HS • John Muir MS 	Free/ Universal	3,578	2,285	64%
	Hayward USD	<ul style="list-style-type: none"> • Hayward HS • Bret Harte MS 	Means-Based/ Free	1,558	653	42%
South	Newark USD	<ul style="list-style-type: none"> • Newark JHS • Newark Memorial MS 	Free/ Universal	2,604	466	18%
	New Haven USD	<ul style="list-style-type: none"> • Cesar Chavez MS • James Logan MS 	Means-Based/ Free	2,503	1,141	46%
	Fremont USD	<ul style="list-style-type: none"> • Hopkins MS • American HS 	Means-Based/ Free	485	147	30%
East	Livermore Valley Joint USD	<ul style="list-style-type: none"> • East Avenue MS • Christensen MS • Livermore HS • Del Valle HS 	Free/ Universal	3,174	1,410	44%
Total	7 Districts	21 schools		19,014	10,926	57%

Expansion Plan

As a result of the effective implementation and evaluation of the STPP to date, in February 2018, the Commission expressed support for continuation and expansion of the program beyond the pilot period, which ends July 31, 2019. This resulted in development of the following for consideration in program expansion:

- Program model
- Ridership demand/capacity considerations
- Cost structure
- Governance and administration
- Funding/fiscal sustainability

This section outlines the overall principles and recommended plan for expansion of a student transit pass program in Alameda County.

Key Expansion Principles

- **Continue program in all currently participating schools:** Significant effort has been made during the pilot period to contract with school districts and get schools on-boarded to the program. It is important to ensure continuity of access for students who are already participating in the program. Therefore, it is recommended that the program continue in all currently participating schools.
- **Maintain financial need as a key criterion for expansion:** Need has been used as a key criteria for schools to qualify for the pilot. Continuation of this criteria for expansion is recommended in order to reach those districts with the highest need first, and expand to lower need districts over the proposed phased implementation timeframe.
- **Focus on students at schools with transit service:** Approximately 10-15% of middle and high schools in Alameda County do not have any transit service within $\frac{1}{4}$ mile of the campus. Given the primary program goal of reducing barriers to transportation access *to and from schools*, it is recommended that this expansion focus on students at schools that are within $\frac{1}{4}$ mile of fixed route transit service. Additional schools could be considered in the future, funding permitting.
- **District-based expansion:**
 - Based on lessons learned to date, it is recommended that the program expand by school district to all eligible schools with transit service in a district. Offering passes as some schools but not others in a district has been a necessity during the pilot period to test program models in different parts of the county with limited resources; however, it has caused some complaints and confusion from the school districts and families. In addition, incorporating all middle and high schools with transit service in a district at one time would enable students to transfer seamlessly between schools without having to lose the transit pass which has benefits for students and families. This also simplifies data and pass management, as students

transfer between schools during the school year it will reduce the need to activate and deactivate passes.

- To avoid confusion and administrative complexity, it is also recommended that only one program model be implemented in each school district, so that eligibility rules are comparable between schools in a single district. (See below for more on program model recommendations.)
- **Phase expansion:** The STPP has been successful to date based on phasing expansion gradually over time. Staff recommends implementation of a phased expansion beyond the pilot period. Gradual phasing of expansion has proven to have several benefits:
 - It allows the team (Alameda CTC and the transit agencies) to learn as we go and readily apply those lessons as we expand, making changes each year to streamline program administration and improve the customer experience for students and schools.
 - Limiting the number of new districts per year ensures that all Districts and schools are on-boarded successfully and seamlessly into the program. Each school district has a unique set of rules and policies. During the pilot significant time has been spent with each new district orienting them to the overall program and to the specific protocols we have in place (e.g. privacy, data management, pass database management) and, in some cases, adapting policies and protocols to meet district requirements.
 - Gradual expansion has allowed the Alameda CTC to closely track budget and ensure that we can follow through on all commitments. Participation rates in this program are difficult to predict, as every school has different demographic, land use, socioeconomic, and cultural conditions, all of which have the potential to impact pass uptake and usage. The program evaluation has allowed Alameda CTC to have a much better understanding of likely participation rates, but predictors of future student engagement and use of the program are limited. Alameda CTC wants to ensure that funding resources are sufficient as we expand to avoid ever needing to roll back the program once implemented. Transit pass prices also change over time which can greatly impact program cost.
 - The program recommends transitioning to youth Clipper cards during Phase 1 (standard Clipper cards were used during the pilot due to limitations of the Clipper system and pass products that were readily available to get the program up and running quickly). This card transition is a major undertaking and implementing the transition at existing schools, prior to incorporating large new school districts will allow the transition to happen more seamlessly. Ramp up efforts will ideally take place during Year 3 for current and returning participants. Costs are included in the recommendation to address this transition. More information on the Youth Clipper transition and staffing can be found later in this memo.

Program Model

Two program models have proven successful during the pilot: a Free/Universal model where every student at a school has access to a free pass at schools with high shares of students with high financial need, and a Means-based/Free model where low-income students have access to a free pass, using the income eligibility framework used to qualify for free/reduced price meals (FRPM). Each model has pros and cons:

- The Free/Universal model has the advantage of maximizing student access and exposure to transit, regardless of income level, potentially attracting more new transit riders, but it allows participation by families who may not need the subsidy, and has a higher cost overall as more students are eligible to participate.
- The Means-based/Free model ensures that limited resources are directed to those students/families with the greatest need, but limits the program's ability to expose all students to the benefits of the program. In addition, at schools where a very high number of students qualify for FRPM, a means-based program may not make sense if it only excludes a very small portion of students.

Other considerations in selecting a program model are:

- Transit service capacity: In some areas of the county, routes serving schools are already heavily impacted, with buses at school bell times already at or over capacity.
- Lessons learned from peer programs: All other programs in the Bay Area and many others nationwide are income-based. The Marin Transit Youth Pass Program started as a Free/Universal program and scaled back to a means-based program due to capacity impacts.
- Cost: As described above, there is still uncertainty as to participation rates in different schools/district and therefore what the total program cost would be. Means-based programs are one way to limit costs.

Given all these considerations, staff recommends a largely Means-based/Free program except for those school districts with very high FRPM percentages. For initial phases, staff recommends that districts where 75% or more of students overall are eligible for FRPM would qualify for a Free/Universal program, while all other Districts would qualify for a Means-based/Free program. Exceptions can be made where significant transit service capacity exists and budgetary impacts can be mitigated in consultation with the transit agency. Table 3 summarizes the criteria for program expansion.

Table 3 **Summary of Criteria for Expansion**

Criteria	Definition
Income/Need	The percent of students who qualify for Free and Reduced Priced Meals (FRPM)
Program Model	Free/Universal model in districts with $\geq 75\%$ FRPM on average district-wide Means-based/Free model in all other districts

Transit Service	Schools must be within ¼ mile of a bus route
Existing Transit Service Capacity	Discussions with transit agencies affected expansion plan to ensure that STPP does not overburden already at/over-capacity routes
Ease of Inclusion	Continue program at all currently participating schools and expand to full district in participating districts that have very few additional qualifying middle or high schools
Geographic Representation	Districts in every planning area will be included each year

Recommended Phasing

Staff recommends an expansion plan that will incorporate all qualifying schools in Alameda County within two to four years and a list of districts for a Phase 1 expansion to take place during the 2019/20 school year. This will allow staff to continue to closely monitor participation rates, transit capacity issues, and costs as the program expands and come back to the Commission during the 2019/20 school year to get approval for Phase 2.

There are 19 school districts in Alameda County, sixteen of which qualify to participate in the program based on having at least one middle or high school with transit service within ¼ mile of campus.¹ At the end of the phased expansion, over 130 schools and approximately 85,000 students will have access to the program. Alameda CTC staff closely coordinated with participating STPP transit agencies, including LAVTA, Union City Transit, AC Transit to identify school districts and schools to be included Phase 1 to mitigate capacity and administrative impacts. BART is addressed in the following section.

Phase 1

The Phase 1 expansion is described below and shown in Table 4; this is based on the expansion criteria outlined above and balances geographic equity across planning areas. Participating schools in each District will be confirmed in consultation with school district staff and transit agency staff.

Expand to all schools in the following currently participating districts:

- **Hayward Unified School District (HUSD):** In HUSD, 70% of students qualify for FRPM, the fourth highest in the county. There are five middle schools, seven high schools and one combined school in HUSD with transit service, two of these schools are already participating in the pilot. Staff recommends expanding to all qualifying schools in Hayward USD under a Means-based/Free model in Phase 1 (up to 13 new schools).

¹ Albany USD, Sunol Glen USD, and Mountain House USD do not qualify due to no middle or high school with transit service within ¼ mile of campus.

- **Newark Unified School District (NUSD):** In NUSD, 49% of students qualify for FRPM. There is one middle school, one high school, and two small continuation/alternative high schools in NUSD with transit service, two of these schools are already participating in the pilot. Staff recommends expanding to all qualifying schools in Newark USD under a Means-based/Free model in Phase 1; this will require changing from the current Free/Universal model (up to 2 new schools).
- **New Haven Unified School District (NHUSD):** In NHUSD, 48% of students qualify for FRPM. There are two middle schools, one high school, and three small alternative/independent learning academies in NHUSD with transit service; two of these schools are already participating in the pilot. Staff recommends expanding to all qualifying schools in New Haven USD under a Means-based/Free model in Phase 1 (up to 4 new schools).
- **San Leandro Unified School District (SLUSD):** In SLUSD, 63% of students qualify for FRPM. There are two middle schools and two high schools with transit service, two of these schools are already participating in the pilot. Staff recommends expanding to all qualifying schools in San Leandro USD under a Means-based/Free model in Phase 1; this will require changing from the current Free/Universal model (up to 2 new schools).
- **Livermore Valley Joint Unified School District (LVJUSD):** In LVJUSD 21% of students qualify for FRPM; it is the lowest income district in the Tri-Valley. There are two middle schools, three high schools and one combined alternative school in LVJUSD that qualify, four of which are already participating in the pilot. LAVTA has spare capacity on the routes in Livermore and is interested in generating more ridership. LAVTA is willing to continue an eco-pass model to be adjusted over time based on usage rates. Staff recommends expanding to all qualifying schools in LVJUSD under a Free/Universal model in Phase 1 (up to 2 new schools).

Expand to some new schools in the following currently participating district:

- **Oakland Unified School District (OUSD):** In OUSD, 77% of students qualify for FRPM, second highest in the county. OUSD is the largest district in Alameda County with 53 middle and high schools, most of which have transit service. Seven OUSD schools are already participating in the pilot. Staff recommends continuing expansion to new OUSD schools, but to phase the expansion over multiple years due to the large number of schools in the district. Currently participating schools and up to ten new schools served by transit with over 90% of students who qualify for FRPM are recommended for inclusion in Phase 1 (up to 10 new schools).

Continue at currently participating schools in the following districts:

- **Alameda Unified School District (AUSD):** The City of Alameda started a free bus pass program at Island High School during the 2017/18 school year. Island High is a small continuation high school with 52% of students qualifying for FRPM. Staff recommends incorporating this school into the program so that only one transit pass program exists countywide and to allow this small program to take advantage of youth Clipper cards and other benefits offered by the

countywide program. Staff recommends transitioning this program to a Means-based/Free model. (up to 1 new school)

- **Fremont Unified School District (FUSD):** Due to a low overall percentage of students qualifying for FRPM at 15%, staff recommends continuing the program at the current participating schools during Phase 1, and expanding to other Fremont USD schools in future phases. Continuing a Means-based/Free model is recommended for Fremont USD. (zero new schools)

Expand to these new districts:

- **Alameda County Office of Education (ACOE):** In ACOE, 80% of students qualify for FRPM, the highest in the county. There is one middle school, two high schools, and a combined school in ACOE. Staff recommends expanding to all qualifying schools in ACOE under a Free/Universal model in Phase 1 (up to 4 new schools).
- **Emery Unified School District (EUSD):** In EUSD, 76% of students qualify for FRPM, the third highest in the county. There is one middle and high school in Emeryville. Staff recommends expanding to all qualifying schools in EUSD under a Free/Universal model in Phase 1 (up to 2 new schools).

A summary of the Phase I expansion plan is shown in Table 4.

Table 4 Phase I Expansion Plan

Planning Area	School District	Program Model	Existing vs. New Schools	MS vs. HS	# Qualifying Schools	# Students Enrolled 2017/18	Average District MS/HS FRPM %
North	Alameda USD	Means-Based/ Free*	1 new/existing (current city program)	1 HS	1	128	34%
	Emery USD	Free/Universal	2 new	1 HS, 1 combo	2	347	76%
	Oakland USD	Free/Universal	7 existing & 10 new	6 HS, 8 MS, 3 combo	17	8,174	77%
Central	Hayward USD	Means-Based/ Free	2 existing & 11 new	7 HS, 5 MS, 1 combo	13	9,581	70%
	San Leandro USD	Means-Based/Free*	2 existing & 2 new	2 HS, 2 MS	4	4,674	63%
South	Fremont USD	Means-Based/ Free	2 existing	1 HS, 1 MS	2	3,319	20%
	New Haven USD	Means-Based/ Free	2 existing & 4 new	3 HS, 2 MS, 1 combo	6	6,748	48%
	Newark USD	Means-Based/ Free*	2 existing & 2 new	3 HS, 1 MS	4	2,731	49%
East	Livermore USD	Free/Universal	4 existing & 2 new	3 HS, 2 MS, 1 combo	6	5,469	21%
North & Central	Alameda County Office of Education	Free/Universal	4 new	2 HS, 1 MS, 1 combo	4	794	80%
Subtotal	10 Districts		21 existing & 38 new	29 HS, 22 MS, 8 combo	59	41,965	

*Transition from Free/Universal

Phase 2

A list of districts to be included in Phase 2 is shown in Table 5.

Table 5 Phase 2 Expansion Districts

Planning Area	School District	Program Model	Existing vs. New District	Average District MS/HS FRPM %
North	Alameda USD	Means-Based/Free	Existing District	34%
	Berkeley USD	Means-Based/Free	New District	37%
	Oakland USD	Free/Universal	Existing District	77%
	Piedmont City USD	Means-Based/Free	New District	2%
Central	Castro Valley USD	Means-Based/Free	New District	24%
	San Lorenzo USD	Means-Based/Free	New District	64%
South	Fremont USD	Means-Based/Free	Existing District	20%
East	Dublin USD	Means-Based/Free	New District	11%
	Pleasanton USD	Means-Based/Free	New District	9%
Subtotal	9 Districts		6 New Districts	

Transition to Youth Clipper Cards

The STPP currently uses adult Clipper cards loaded with an institutional pass product. Staff recommends transitioning to a youth Clipper card which would allow students to access youth discounted fares if they use the card on other transit agencies. All three transit agencies concur that transitioning all cards to youth Clipper cards will be advantageous and feasible, however this card transition will be a major undertaking for Phase 1 of the program.

Due to offering a high level of discount across all agencies, youth Clipper cards require verification of date of birth on the application form. Alameda CTC will work closely with our consultant team staff, who have established relationships with each school, and the transit agencies and schools to make this transition.

Joint Pass Product

During Year Two of the STPP students in NHUSD had access to a single Clipper card that allowed access to both Union City Transit and AC Transit. Analysis of ridership data shows that 70% of students in NHUSD are using their cards on both agencies. In order to continue to provide access to both transit systems for these students would require development of a joint pass product. Staff is continuing to explore the feasibility of this product with both transit agencies and Clipper/Cubic.

BART Tickets

With the transition to youth Clipper cards, all students will have access to a 50% discount on BART. BART youth ticket options are distinct from all other pass types being used in the pilot because they have a fixed monetary value rather than a period of validity in which there is no limit on rides. Given the different nature of BART passes and limitations of the Clipper system, Alameda CTC did a limited test of BART tickets during the pilot using youth Orange tickets rather than Clipper cards.

Alameda CTC consulted with BART staff to explore options for the post-pilot period and several constraints became apparent. After the pilot period, orange tickets will no longer be available. In order to continue to have BART as a part of the pilot, a BART pass would have to be loaded onto a Clipper card. Currently BART does not have any pass products (all other participating agencies use a pass product).

At this time, staff does not recommend any additional BART value to be offered, given the limitations of BART fare structure and Clipper system and that, by virtue of having a youth Clipper card, all students will have access to a 50% discount on all BART fares. Staff can continue to track usage of BART on the STPP Clipper cards and new options may be available as part of the next generation of Clipper "2.0". This recommendation aligns with best practices from other peer programs in the Bay Area, none of which include regional rail systems (e.g. BART or SMART).

Travel Training and Marketing

General marketing of the program to get students to sign up will continue to be done by Alameda CTC, transit agencies, and schools. During the pilot period, travel training at middle schools has been successful and well-received. Bringing a bus onto campus has been an effective and popular strategy, however, this approach is labor intensive and requires paying an operator and vehicle for each event. LAVTA may take over the travel training in East County. Alameda County Safe Routes to Schools (SR2S) will continue to conduct limited travel training in the county, allocating training to schools based on budget availability and SR2S program resource allocation policies.

Program Evaluation

Goals

Five goals were adopted for the pilot program and they have served as strong guideposts for pilot implementation and evaluation. Two of these goals were for the pilot period only. Alameda CTC recommends continuing the three primary goals for the post-pilot period and adding a new fourth goal to guide program evaluation:

- 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.
- Implement cost effective program

Evaluation Framework

Alameda CTC will continue to conduct evaluation of the program through the expansion period. The recommended evaluation framework for the STPP beyond the pilot period will utilize a more streamlined and focused set of evaluation criteria based on lessons learned during the pilot period evaluation. The recommended metrics below assess key impacts of the program on students, transit agencies, and school districts and gauge the program's success against its adopted goals based on readily available data sources. Table 6 shows the recommended indicators, rationale and data sources for each indicator. Evaluation will continue to occur annually for the first three years of the program and will include recommendations for program improvements. Evaluation frequency will be revisited at that time.

Table 6 STPP Evaluation Framework

	Evaluation Criteria	Rationale	Metric	Data Source	Primary Goals Met
1	Participation Rate	To determine the level of uptake of the passes by students	Percent of eligible students who opt to participate	California Department of Education; Participation master list	<ul style="list-style-type: none"> • Remove barriers • Increase options
2	Pass Usage	To determine how often students use their passes	Total number of rides taken; Number of rides divided by number of participants (by month, annual)	Clipper data; Participation master list	<ul style="list-style-type: none"> • Increase options • Build support for transit
3	Transit Ridership and Capacity	To determine the pass program impact on transit agency ridership and capacity	Total trips taken using student passes compared to overall ridership and total youth ridership (by year and trends); changes in boardings at stops by schools; route capacity before/after program implementation	Transit agency ridership and capacity data; Clipper data	<ul style="list-style-type: none"> • Build support for transit
4	Program Costs incl. admin./overhead costs	To understand the overall cost-benefit ratio of the pass program and the efficiency of program administration	Overall program costs; costs on a per participant basis; administrative costs as percentage of overall program costs	Financial information collected through invoices submitted to Alameda CTC; Alameda CTC staff costs	<ul style="list-style-type: none"> • Implement Cost Effective Program

Program Staffing

Alameda CTC recommends a more streamlined staffing structure for Phase 1 compared to the three-year pilot based on lessons learned to maximize efficiency of program administration and focus resources on student passes. Alameda CTC will pay for transit agency direct implementation expenses including staff time as outlined below. Administration and overhead for Phase 1 will not exceed 5-8% of total program budget to align with best practices - peer program research yielded that administrative and management overhead for peer programs ranges from 3-11% with known inefficiencies at the high end of the range.

Over time, administration of the program will become more streamlined as processes become more efficient and the program becomes a known ongoing operational program rather than a new and evolving pilot. Alameda CTC has effectuated efficiencies have already occurred over the three years of the pilot. Phase 1 will still require significant staff time to manage the youth Clipper card transition and the on-boarding of new districts. In addition, the beginning of each school year will always require extra effort for contracting, marketing/education, distribution and collection of registration forms, data entry, card creation and distribution, and troubleshooting.

Phase 1 will be a transitional phase. Key roles and responsibilities are outlined below. During Phase 1, Alameda CTC and the consultant team will still be engaged to assist transit agencies to build relationships with school districts and manage the transition. It may take a few years for staffing levels to stabilize. Alameda CTC will continue to track and report to the Commission on staffing requirements and keep staffing/administrative/overhead costs to 5-8% of total costs in order to maximize resources available for student transit pass costs.

Staffing Plan

The recommended staffing plan for the post-pilot period is as follows (staffing costs are included in the cost section):

- **Alameda CTC:** Responsible for program oversight, management of expansion plan and phasing, program evaluation, funding, SR2S coordination and travel training, assistance with school district coordination and communication.
 - **Consultant:** Nelson\Nygaard Consulting Associates will continue support through Phase 1 to facilitate activities necessary to transition from the pilot to expansion Phase 1 and assist with school coordination and communication.
- **Transit agencies:** Responsible for contracting with school districts; collecting and processing registration forms; creating and distributing cards; managing card replacements; ongoing card and database management; serving as liaison with Clipper/Cubic, providing Clipper and transit agency data for program evaluation to Alameda CTC.

- **AC Transit:** Given the size of the agency and the number of passes administered (anticipated to be over 90% of total passes), AC Transit will need additional staff capacity to manage this program.
- **LAVTA and Union City Transit:** Both agencies have indicated that they can handle the administration of Phase 1 in house with existing staff resources. For equity, Alameda CTC will pay limited direct staff implementation expenses.
- **School Districts:** School districts to enter into agreement with transit agencies to allow designated district and/or school staff to be authorized to collect youth Clipper card applications and verify date of birth for students who chose to enroll. Agreement will also include privacy protection standards for the collection, handling, storage, and transmittal of student data.
- **Schools:** Promote program, distribute and collect youth Clipper card registration forms from students, verify date of birth per district agreement, and transmit applications to AC Transit.

Expansion Cost and Funding

The cost estimates for the five-year expansion period are based on data collected during the implementation of Years One and Two, their respective evaluation reports, discussions with transit agency staff, and an analysis of funding resources available.

Transit Agency Payment Structures

During the pilot period, Alameda CTC is utilizing a different payment structure with each participating transit agency, including paying per participant at the current monthly youth pass price (AC Transit), paying per ride (Union City Transit) and using an eco-pass model with a fixed price for universal eligibility (LAVTA).

Based on analysis of data from Years One and Two and negotiations with transit agencies, for the post-pilot period staff recommends a pay per ride model for all agencies. This payment structure keeps the transit agencies whole by paying for every ride taken by an STPP student, while not paying for passes that are not being utilized (on average just under half of passes aren't used each month with variations by district). LAVTA staff is open to continuing an eco-pass model in Livermore if there is agreement on a fair and data-based pricing structure that reflects actual usage; staff will continue to work with LAVTA to negotiate this.

Reserve fund

Based on data collected to date, the STPP has not caused overcrowding issues. Staff will continue to monitor transit service capacity and overcrowding during the expansion phases. Based on discussions with transit agencies, staff recommends establishing an operating reserve to protect against sudden surges in ridership if it can be determined that it is directly caused by the STPP. This will be a fund to be used for a short term

period only to allow transit agencies to respond and reallocate service accordingly. Key principles for the reserve fund are:

- The funding will only be released when certain thresholds are met, including:
 - Specific overcrowding threshold will be determined in consultation with transit agency based on data that is available and will not include historic overcrowding.
 - Overcrowding issue is sustained over at least 3 months.
 - Impacts must be documented and proven to be attributable to the Student Transit Pass Program using route/stop ridership data and data from Alameda CTC funded Student Transit Pass Clipper cards.
- Service impacts must not be pre-existing or exogenous, such as services where agency is already experiencing overcrowding.
- Funding will sunset each year on June 30th.
- Transit agency must define approach to absorb new ridership into existing service capacity before May 31st of the school year.
- Funding must be approved by Alameda CTC Commission.
- Maximum of \$500,000 per year for all agencies.

Table 7 STPP Program Expansion Cost-Estimate

Cost Category	Phase I (2019/20)	Future Phases (4 years)	Total
AC Transit passes	\$3,300,000	\$29,384,000	\$32,684,000
LAVTA transit passes	\$313,000	\$2,180,000	\$2,493,000
Union City Transit passes	\$150,000	\$600,000	\$750,000
Alameda CTC staff	\$50,000	\$200,000	\$250,000
Transit agency staffing maximum, 5% of transit pass costs	\$190,000	\$1,610,000	\$1,800,000
Other direct costs (e.g. shipping, reports, printing), 1% of transit pass costs	\$40,000	\$330,000	\$370,000
Reserve fund*	\$500,000	\$2,000,000*	\$2,500,000
Contingency			\$153,000
Total	\$4,243,000	\$35,104,000	\$41,000,000

*Maximum amount available in any given year is \$500,000.

STPP Funding

Throughout the pilot period, Alameda CTC staff has engaged in dialogue, advocacy and grant application efforts at the regional and state levels to identify additional funding sources for this program. Staff efforts have included:

- CTC Executive meetings to seek approvals for program eligibility in SB1 programs
- State legislative member coordination highlighting program benefits and need to fund program, including cap and trade funding opportunities
- MTC coordination and advocacy for program eligibility for regional funds, including means-based program
- Air District coordination for funding, including application to the Pilot Trip Reduction Program which was deemed ineligible
- Support for several state bills related to student transit, including AB 17 and AB 2304 sponsored by Assemblyman Holden, neither of which advanced

Identified funding for the program includes:

- Remaining Measure BB pilot program funding: Any remaining funds from the \$15,000,000 at the end of the pilot period will be utilized for expansion of the program.
- STA funding: In April 2018, Commission approved Resolution 18-004 to establish a State Transit Assistance (STA) County Block Grant Program and a funding distribution formula for Alameda County, including the annual funding distribution for FY 2018-19. The approved funding distribution formula allocates 50% of STA funding to the Student Transit Pass program. An alternative will be proposed at meeting if Proposition 6 passes.

Fiscal Impact: There is no fiscal impact at this time. Programming actions based on the Work Plan approval will be included in the next Comprehensive Investment Plan (CIP).

Attachment:

- A. Year Two Evaluation Report Executive Summary

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Executive Summary

In 2014, Alameda County taxpayers approved the Measure BB transportation sales tax which included an Affordable Student Transit Pass Pilot (STPP) to improve access to schools and increase transit use among middle and high school students. In 2016, Alameda CTC launched a three-year pilot program to test and evaluate different program models across different geographies with the aim of identifying successful models for future program implementation.

The STPP seeks to accomplish the following goals:

- 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
- Create a basis for a countywide student transit pass program (funding permitting)

The overall timeline for STPP development, implementation, and evaluation is shown below.

Figure 1 Timeline for STPP Development, Implementation, and Evaluation



The 2017-18 school year represents the second year of the pilot, referred to as Year Two. Year Two of the STPP was designed to respond to lessons learned from Year One of the pilot. During Year Two, two program models were implemented across five school districts and fifteen schools, as shown in Figure 2.

Figure 2 Summary of Year Two Program Models and Participation (2017-18 Year-End)

School District	Participating Schools	Program Model	Number of Eligible Students	Number of Participants	Year-End Participation Rate
Oakland Unified School District (OUSD)	<ul style="list-style-type: none"> ▪ Castlemont HS ▪ Fremont HS ▪ Frick MS ▪ McClymonds HS ▪ Westlake MS 	Free/ Universal	2,706	2,543	94%
San Leandro Unified School District (SLUSD)	<ul style="list-style-type: none"> ▪ San Leandro HS ▪ John Muir MS 	Free/ Universal	3,609	1,787	50%
Hayward Unified School District (HUSD)	<ul style="list-style-type: none"> ▪ Hayward HS ▪ Bret Harte MS 	Free/ Means-Based	1,598	497	31%
New Haven Unified School District (NHUSD)	<ul style="list-style-type: none"> ▪ Cesar Chavez MS ▪ James Logan HS 	Free/ Means-Based	2,581	841	33%
Livermore Valley Joint Unified School District (LVJUSD)	<ul style="list-style-type: none"> ▪ East Avenue MS ▪ Christensen MS ▪ Livermore HS ▪ Del Valle HS 	Free/ Universal	3,416	960	28%
5 Districts	15 schools	2 models	13,910	6,628	48%

Summary of Key Findings

Program Participation and Transit Ridership

Compared to Year One, overall STPP participation increased from 36 percent to 48 percent of all eligible students. Between Year One and Year Two, the total number of eligible students increased by 70 percent (8,168 to 13,910) while the number of participants more than doubled (from 2,928 to 6,628, 126 percent increase). While a higher share of students are signing up to participate, students are not using the pass as regularly in Year Two; average bus boardings per participant declined, from 17 trips per month to ten trips per month overall. This change is particularly noticeable in the school districts that changed models between Year 1 and Year 2 from a discounted to a free program model, which may indicate more occasional riders taking advantage of the pass or students trying transit for the first time.

Participation rates increased significantly in districts where the pilot model was simplified (New Haven USD and Livermore USD). The STPP was significantly simplified between Years One and Two. Program models being tested were reduced from four to two, all passes were valid for the full year, all passes were free, and all grades were eligible at all participating schools. Where programs were significantly simplified, participation increased; in NHUSD participation rose from 9 percent to 33 percent and in LVJUSD participation rose from 3 percent to 28 percent.

Oakland USD participants used their transit pass more than students in any other school district. During the school year, Oakland USD participants took an average of 19 bus trips per month, which is almost twice as many trips as the next highest district, New Haven USD, where participants took an average of 11 trips per month.

High school participants reported riding the bus more often than middle school participants, and they reported broader benefits of the transit pass than middle school participants. In the student survey, a larger share of high school students reported that they miss fewer days of school since obtaining their transit pass than their middle school counterparts. High school participants also indicated that they are using the pass more and for more diverse activities.

Financial need correlates to students' participation and bus usage. Higher levels of financial need are correlated with higher participation rates and higher bus usage (average bus boardings per participant per month). There is some evidence that the amount and quality of transit service may also be related to the rate at which students participate in the STPP and ride the bus, and qualitative factors may also contribute to differences in outcomes, including factors such as variation in land use type, density, and demographics in different areas of Alameda County.

In New Haven USD, where all participants received passes for both AC Transit and Union City Transit in Year Two, nearly 70 percent of participants used both transit operators. This indicates appetite for a multi-agency pass; however, complications exist in addressing a single pass for two agencies with different fare products.

The addition of BART tickets to the program this year revealed demand for BART among participants, but significant challenges exist with pass format, administering ticket inventory, and unused fare value. In Year Two, participating high school students within the BART service area could receive a free \$50 BART ticket. Almost 40 percent of eligible high school students requested a BART ticket, however nearly a third of those who requested tickets have not used them. As of the end of July 2018, 56 percent of the BART fare value distributed in Year Two has not been used. Most BART rides on STPP tickets occurred within Alameda County, and the Year Two student survey indicated that nearly 50 percent of participants who ride BART access BART stations by bus.

Findings Related to Students and Families

Though the impact of the STPP on attendance rates is inconclusive at the school-wide level, the pass is critical in overcoming individual attendance issues. Many factors affect school-wide statistics on attendance and chronic absenteeism (e.g. flu seasons, lack of family support systems, etc.); there is no observable direct correlation between the availability of the student transit pass and attendance. However, some participants reported missing fewer days of school since obtaining their transit pass, and anecdotally, school staff, families, and students have indicated that the transit pass is a critical tool in helping students who have attendance challenges and at-risk families.

The STPP supports students' ability to participate in extra-curricular activities. While students use their transit passes mostly for travel to and from school, students also report using the pass to attend a variety of other activities including their sports games, jobs, and volunteer commitments.

The STPP continues to help families overcome cost barriers for accessing school. As in Year One, about 60 percent of Year Two participants who responded to the student survey said that the cost savings from the transit pass is "critical" or "helpful" to them and their families. Participants also reported that the cost savings of the BART ticket was a benefit; 70 percent of participants who received a BART ticket reported that associated savings was "critical" or "helpful."

Participants continue to report positive perceptions of transit. Over 70 percent of participants in each Year Two school district report that they feel safe on the bus and that transit meets their needs. This is a slight decline from Year One levels, but could be attributable to having more younger students in the program this year or because of changes in the participant profile due to increased participation.

Families express interest in the program regardless of income level. At schools with a Free/Means-based program, students and families that do not currently qualify for the program expressed interest in having a pass, suggesting that a transit pass is helpful for many families at all income levels.

Administration, Cost and Implementation

Simplifications to the program in Year Two reduced the burden on school site administrators, but the program still requires time, especially at the start of the school year, and challenges arise when institutional knowledge is lost due to staff turnover.

School site administrators appreciate simplified processes that reduced the time needed to administer the program. However, school staff report that the STPP workload can be substantial at the beginning of the year when the bulk of program enrollment occurs and that there is a learning curve for new site administrators when institutional knowledge is lost due to staff turnover.

Consolidating passes onto one Clipper Card reduced the administrative burden between Year One and Year Two, but the addition of BART Orange tickets added complexity. Overall the administration of the program was much more streamlined in Year Two, especially at schools that participated in Year One. However, there were many new administrative complexities and challenges with adding BART tickets to the program in Year Two, including that paper tickets are harder to track and cannot be replaced, and that no BART period pass is available. In addition, BART has discontinued the Orange ticket and it will not be available post-pilot, which poses additional challenges for continuation of this program component.

Feedback Highlights

Over the course of Year Two, the project team collected feedback about the STPP from students, school site administrators, and staff at each participating school district and transit operator. The following representative quotes highlight major themes from the second year of the pilot.

"Anecdotally yes, the attendance is improving. Especially for the kids with first period tardies."

—School site administrator from Hayward USD

"The stories that are the most touching are the ones where the student has had some trauma... where they are trying to escape their home life because their parents aren't able to provide reliable options for them. Those kids take the initiative, and they are making it on their own because of the bus pass. They come and they try hard, and you see their grades improve so much when their attendance improves. They don't take it for granted."

—Parent and family coordinator from San Leandro USD

"A lot of our juniors and seniors who have the card have been able to use it for work. They can leave school and not have to worry about getting a ride. They know exactly what time they have to leave, and they know they are going to get to work on time, and they have a way to get home, so it's allowed them to work and get that experience."

—School site administrator from Oakland USD

"I talked to a family today, and it was a significant part of deciding where her child is going to school. She checked and said, 'Okay, the program is here, here, and here.' So it does impact school choice."

—School site administrator from Oakland USD

"I never took the bus before, once I got the transit pass I do take it. My family encouraged me to take the pass. It has given me a little more independence."

—Focus group participant from San Leandro USD

"Hard to connect attendance to one aspect or program... I do believe it has a positive supportive impact on attendance even if you can't prove it with data."

—School district contact from Livermore Valley JUSD

"Before I had the Clipper card – I used to pay cash – now I have money for emergencies."

—Focus group participant from New Haven USD

"We have a lot of after-school clubs, and most of our kids who participate use the pass."

—School site administrator from New Haven USD

"[There was] a lot more knowledge this year. Kids were telling their friends. I can tell the students are receptive about it."

—School site administrator from Livermore Valley JUSD

Road Ahead

Year Three Program Design and the Road Ahead

The program design for Year Three is based on lessons learned to date, program evaluation, available budget, and accounts for student need and geographic equity in pilot implementation. The same two program models (Free/Universal and Free/Means-Based) are continuing to be implemented and assessed in Year Three. Six new schools and two new school districts are participating in the program, bringing the total to 21 schools in seven school districts.

The STPP has been, and will continue to be, an opportunity to assess program models and approaches that work well and aspects that need improvement. Key factors for success are strong school support – site administrators and supportive staff members that are dedicated to the effort – simple program models, and streamlined administrative processes.



Memorandum

5.3

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

DATE: November 13, 2018

TO: Planning, Policy and Legislation Committee

FROM: Tess Lengyel, Deputy Executive Director of Planning and Policy
Leslie Lara-Enríquez, Associate Program Analyst
Aleida Andrino-Chavez, Associate Planner

SUBJECT: Alameda County Safe Routes to Schools Program Update

Recommendation

This item is to provide the Commission with an update on the Alameda County Safe Routes to Schools Program and information on crossing guard programs in Alameda County and within other regions. This item is for information only.

Summary

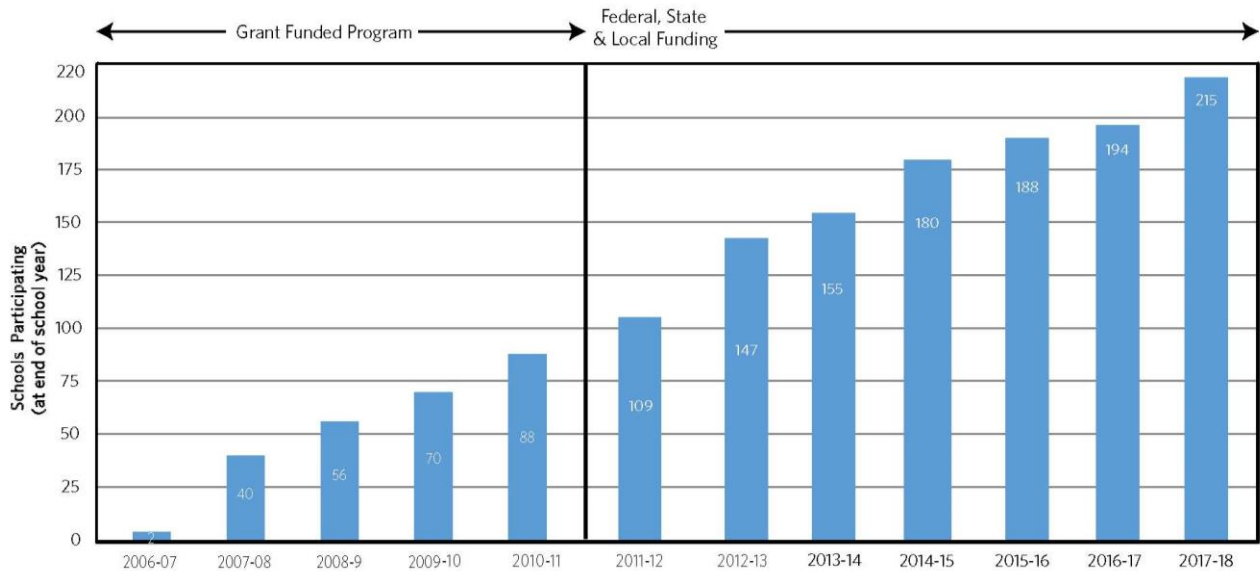
The Alameda County Safe Routes to Schools (SR2S) program promotes safe walking, bicycling, carpooling and the use of public transit to travel to school and is based on the "Six E's" framework of successful Safe Routes programs—education, encouragement, engineering, enforcement, evaluation, and equity. The program is now in its 13th year of operations. The 2018-2019 school year kicked off the second year of implementation under a new structure that is guided by the goals and principles adopted by the Commission in January 2017. Under the new structure, three professional services contracts support the delivery of the program. This memo provides an update on program activities to date. Crossing guard information is separate from the SR2S program update and is for information in response to Commissioners' interest in programs in Alameda County and associated costs.

SR2S Program Evolution

The Alameda County SR2S Program began in 2006 as a Caltrans grant-funded pilot program at two schools in Oakland. The following year, ACTIA authorized \$1.3 million in Measure B grant funding to continue the program. As part of the Metropolitan Transportation Commission's Climate Initiatives program in 2010, Alameda CTC was awarded federal funding to implement and expand the program. By July 2011, the program had expanded to 88 schools and all four of the county's planning areas. As of

last school year, there are 215 schools enrolled in the program. Figure 1 shows the growth of the program over time.

FIGURE 1. ALAMEDA COUNTY SR2S PROGRAM GROWTH



The program has also changed significantly over time. Initially, resources focused on building program elements and recruiting schools with the majority of activities centered on encouragement events (such as International Walk and Roll to School Day). As the program grew, additional innovative program elements were introduced and fine-tuned (such as the BikeMobile and the high schools program); the framework continued to focus on encouragement activities that were staff resource-intensive.

During the 2016-2017 school year, in preparation for a competitively bid consultant procurement process to implement the SR2S program, staff assessed the long-term viability and structure of the program. The findings from this assessment reinforced the fact that the program heavily focused resources on encouragement and education, and pointed to the need to balance the program among the “Six E’s” framework in order to ensure long-term program sustainability. In early 2017, the Commission adopted a new policy and program framework with the goal of re-balancing the program, focusing on activities that influence and sustain behavior change, as well as a renewing the focus on safety via infrastructure improvements. The program framework led to the Commission’s adoption of new program goals that now guide program implementation, outlined below.

Goal 1: Provide a comprehensive and equitable program throughout Alameda County in a fiscally responsible manner, serving all public schools interested in participating.

Goal 2: Develop a core program that will allow every student in Alameda County to have access to age-appropriate bike/pedestrian safety training and SR2S educational

activities throughout their school careers (i.e. at least once in elementary, once in middle school, and once in high school).

Goal 3: Establish and maintain strong, effective partnerships throughout the county in order to leverage program expansion and sustainability.

Goal 4: Support improvements to the built environment near schools that allow for better access and increase safety.

Goal 5: Encourage the adoption of SR2S policies and curriculum within schools and school districts.

Goal 6: Evaluate the SR2S program at the school level so that it is context sensitive and will allow program to adjust to address what is learned during the evaluation process.

Goal 7: Engage parents as the transportation mode “decision maker.”

Under the new implementation structure, Alameda CTC brought the management of the program in-house with staff taking an active, hands-on management approach in addition to providing strategic direction and cultivating partnerships. Additionally, three professional services contracts support the delivery of the program. Figure 2 illustrates the new implementation structure, while Figure 3 outlines the responsibilities of each professional services contract.

FIGURE 2. ALAMEDA COUNTY SAFE ROUTES TO SCHOOLS PROGRAM STRUCTURE

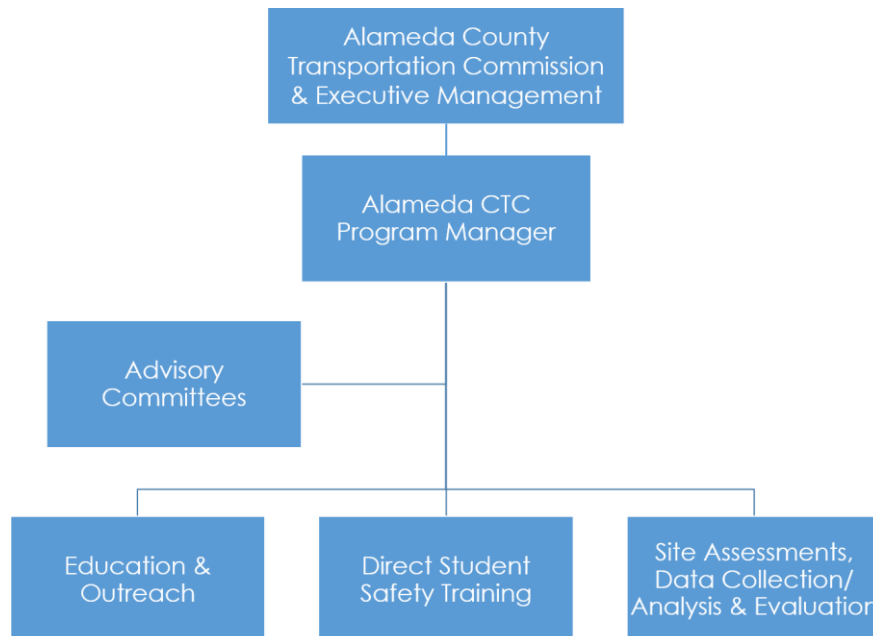


FIGURE 3. ALAMEDA COUNTY SAFE ROUTES TO SCHOOLS PROFESSIONAL SERVICES CONTRACTS

Outreach & Education	Direct Student Safety Training	Site Assessments, Data Collection/ Analysis & Evaluation
<ul style="list-style-type: none"> • School Site Support • Recruitment • Encouragement Events • Outreach • Communications 	<ul style="list-style-type: none"> • Pedestrian Education • Bicyclist Education • BikeMobile • Walk & Roll Assemblies • Walking School Buses & Bike Trains • Educational Videos 	<ul style="list-style-type: none"> • School Safety Assessments • Program Evaluation • Data Collection • Data Analysis • Technical Support • Mapping

Staff, in partnership with our three consultant teams, seeks to achieve the following program outcomes:

1. **Increase the use of active and shared transportation** to travel to school by encouraging walking, bicycling, carpooling, and the use of public transit as viable, everyday transportation options; and
2. **Increase safety and health** by promoting safe pedestrian and bicycling behaviors through hands-on training and education, engineering, enforcement and evaluation.

2017-2018 School Year Summary

The 2017-18 school year was the program's 13th year of promoting active and shared transportation choices to students and their families. During the school year, Alameda County SR2S increased the number of schools enrolled in the program and saw steady participation levels in core activities. Successes from the 2017-2018 school year include:

- Over half (58 percent) of SR2S-eligible schools in Alameda County are enrolled in the program.
 - As of June 30, 2018, there are 215 schools enrolled—up from 194 schools during the previous school year.
 - Of these, 157 are elementary schools (68 percent of total), 34 are middle schools (49 percent of total) and 24 are high schools (34 percent of total).
- Approximately 59 percent of enrolled schools participated in three or more SR2S activities and 25 percent held five or more events.
- There are over 180 SR2S Champions involved in the program.
- Approximately 30 percent of schools enrolled in the program participated in all three countywide encouragement events:
 - 142 schools participated in International Walk & Roll to School Day in October 2017;
 - 98 schools participated in the Golden Sneaker Contest in March 2018; and
 - 119 schools participated in Bike to School Day in May 2018.
- Nearly 40,000 students participated in hands-on safety training activities.

- The BikeMobile visited nearly 150 schools/community events and repaired over 2,600 bikes.
- The program added transit training and rail safety education to its overall curriculum.
- The team implemented four new Walking School Bus routes.
- Countywide, the program continues to maintain approximately a 30 percent walking/biking mode split.

The full Year-End Report for the 2017-2018 school year is available on the Alameda County Safe Routes to Schools website at alamedacountysr2s.org/about-us/annual-reports/ and in attachment A.

School Safety Assessments to Support Grant Applications

School Safety Assessments (SSAs), also referred to as “walk audits” or “site assessments,” are an evaluation of transportation infrastructure and school commute conditions at and around a school site. SSAs are conducted as a community engagement activity, with a group of school community stakeholders participating and providing direct input about issues, challenges and opportunities related to school area infrastructure and student travel. A key focus of the SSAs is to identify safety problems and concerns, particularly for pedestrians and bicyclists, and to develop recommendations to correct them. The SR2S program provides SSAs to schools as part of its general program offerings; however, implementation is at the sole discretion of local jurisdictions and school districts. As such, Alameda CTC made a concerted effort to solicit input from local jurisdiction partners on the site assessment process to maximize their effectiveness and likelihood of implementation.

The school selection process utilizes three scoring factors: safety, health, and disadvantaged community status—all of which align with the criteria used in California's Active Transportation Program (ATP), a state grant program that can fund school safety capital improvements. By aligning school selection with ATP criteria, local jurisdictions are well-situated to pursue future ATP funding for project implementation by demonstrating that potential projects identified via the SSAs meet ATP objectives and are supported by a public outreach and review process.

Using the three scoring factors, the team developed a ranked list of schools that was presented to each jurisdiction for final school selection. SSAs were allotted to each planning area based on the percent of the countywide school population (excluding Fremont and unincorporated Alameda County, which conducted their own SSAs). A total of 48 schools were identified as good candidates for a SSA. Of these, 27 schools responded with interest to conduct an assessment, 16 were successfully scheduled and completed, and two schools received technical assistance. By incorporating local priorities into the process, the SR2S team was able to complete and deliver all SSA reports in the same year that the SSAs were conducted. All SSAs completed to date are available on the SR2S website at alamedacountysr2s.org/completed-alameda-county-sr2s-site-

[assessments/](#). Staff is working with the City of Fremont and the Alameda County Public Works Agency to link to their completed SSAs at this same web address in order to have all completed SSAs in one place.

Additionally, the SR2S team is working with local jurisdiction staff to develop a database to help track the implementation status of completed SSAs. We have received responses from Alameda, Dublin, Fremont, Hayward, Newark, Oakland, and San Leandro. The SR2S team will develop a public-facing database that will provide access to the following information:

- Location of recommended improvements
- Implementation status of recommended improvements
- Funding sources used for implementation of improvements
- Applications submitted for ATP funding to implement improvements
- ATP funding received to implement improvements

The Call for Projects for Cycle 4 of the ATP began May 16, 2018. The deadline to submit applications was July 31. The complete logs of applications received by the California Transportation Commission (CTC) and the Metropolitan Transportation Commission (MTC) for the state and regional Cycle 4 competitions, respectively, are available at <http://www.dot.ca.gov/hq/LocalPrograms/atp/ATPC4AppLog.pdf> and https://mtc.ca.gov/sites/default/files/2019_rATP_Applications.pdf. The projects/programs selected for award will be announced in December. Cycle 5 of the Active Transportation Program will likely occur in 2020, pending the results of the November 6 election.

Rail Safety Education

Since spring 2018 the SR2S team has been working to implement and fully-integrate rail safety education into Alameda CTC's SR2S program in partnership with Operation Lifesaver (OLI)—the only nationally- and state-recognized provider of rail safety education. This year, the SR2S team will use a \$200,000 grant awarded by the Office of Traffic Safety to develop a Pedestrian and Bicyclist Rail Safety Education Program to raise awareness among Alameda County K-12 students about the dangers of distracted walking and bicycling on and near active rail routes, as well as trespassing on railroad rights-of way.

The initial delivery of rail safety programming will be delivered at schools located in the unincorporated communities of San Lorenzo and the City of Hayward, where trespass collisions and fatalities are concentrated as shown in Figure 4.

FIGURE 4. TRESPASS COLLISIONS BY CORRIDOR

Crossing Corridor	Length (Miles)	Population within ¼ mi.	Total Passenger and Freight Trains	Trespass Collisions, 2011 - 2017	Trespass Fatalities, 2011 - 2017
Niles – San Lorenzo & Hayward	4.9	34,100	14	12	11
Niles – East Oakland	2.5	8,600	32	5	3
Martinez – Emeryville	2.2	6,700	60	4	1
Niles – Downtown District – San Leandro	1.8	11,600	14	4	1
Niles – South San Leandro	1.0	6,800	14	3	2
Martinez – Berkeley/Albany	1.2	1,900	62	2	2
Niles – Canyon District	3.4	8,800	14	2	2
Niles – Coliseum District	2.3	8,200	32	2	2
Niles – Union City	2.4	11,700	14	2	2
Oakland – Livermore/Unincorporated	7.1	11,600	19	2	2
Niles – Jack London District	1.5	3,200	32	2	0
Coast – Newark & Fremont	4.2	10,800	18	1	1
Coast – San Lorenzo	0.1	1,000	18	1	1
Coast – Union City	1.5	7,900	18	1	1
Oakland – Shinn Connector	5.4	17,700	19	1	1
Oakland – Pleasanton	2.3	5,200	19	1	0
Warm Springs	6.0	15,159	0	1	0
Other Corridors	n/a	n/a	n/a	0	0
Unassigned – Fremont Area*	n/a	n/a	n/a	1	1
Total				47	33

*A fatal trespass crash was reported in the Fremont area, but could not be assigned to a particular corridor. Therefore, no social cost was estimated.

Source: Rail Strategy Study

During summer 2018, the SR2S site coordinators were trained and certified as official OLI instructors. This enables the SR2S program to deliver training and education activities directly to Alameda County schools without having to rely on OLI's volunteer trainers—thereby allowing the team to deploy rail safety education programming more broadly in the future. In addition, staff is currently working with OLI to develop an online toolkit that will include a wide range of resources (posters, handouts, videos, safety tip sheets, etc.); this will be accessible to the public via the SR2S website at alamedacountysr2s.org. Staff will continue to pursue additional funding opportunities in order to expand the reach of the rail safety education program to additional schools in the county.

Crossing Guards

During discussions of school safety programs, the Commission has expressed interest in the status of existing crossing guard programs in Alameda County and their eligibility in Alameda CTC programs. Alameda CTC developed a white paper in late 2015 summarizing relevant large-scale programs in the region, state, and country as well as programs of the jurisdictions of Alameda County. Alameda CTC prepared an addendum to the white paper that is included in Attachment B along with the original white paper.

The addendum provides updates on two countywide crossing guard programs: The City of San Francisco program managed by the Municipal Transportation Agency (SFMTA) and the County of Marin program managed by the Transportation Authority of Marin (TAM). The SFMTA program is operated and managed internally, including hiring, training, and operations of the program, while the TAM program is outsourced to a specialized contractor. These large-scale programs have identified many challenges related to staff retention, program costs, availability of funding sources to sustain the program, expectations that all crossing guard needs will be met, and increased requests for crossing guard staffed locations.

All jurisdictions in Alameda County have school crossing guard programs. The programs vary in size and are generally managed by the local police departments or by agreement between jurisdictions and school districts. The local programs focus on elementary and middle schools, but in a few cases, like that of Oakland, include high schools. Almost all jurisdictions in Alameda County outsource the operations, direct management, and training of the crossing guard program with the exception of Oakland, Berkeley, and Hayward.

The annual operating cost of providing the current crossing guard program in the Alameda County jurisdictions is approximately \$3.3 million and covers 163 schools out of the 304 elementary and middle schools in Alameda County. These costs do not reflect internal management costs provided by agency staff.

A program of countywide scale in Alameda County, similar to SFMTA or TAM, that would include the 304 elementary and middle schools in the County, is estimated to have an annual operating cost of \$8.6 million. This assumes outsourcing the hiring, management, and training of crossing guards and outsourcing the ongoing location evaluation. A program of this size would also require an estimated 2.5 Full Time Equivalent staff members (based on the TAM program annual management hours). The 2014 Transportation Expenditure Plan includes crossing guards as an eligible program under the discretionary Bike and Pedestrian grant program which is programmed through the Comprehensive Investment Plan to eligible public agencies.

Fiscal Impact: There is no fiscal impact associated with this item.

Attachments:

- A. [Alameda County Safe Routes to Schools Program 2017-2018 Year-End Report](#)
(Hyperlinked to website)
- B. Countywide Crossing Guard White Paper and Addendum



Memorandum

5.3B

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

DATE: November 13, 2018

TO: Tess Lengyel, Deputy Executive Director of Planning and Policy

FROM: Aleida Andrino-Chavez, Associate Transportation Planner

SUBJECT: Addendum to 2015 Crossing Guard Programs White Paper

In 2015, Alameda CTC developed a white paper on existing crossing guard programs in Alameda County and on large-scale programs in the region, state, and country. Parisi Transportation Consultants produced the white paper, "Countywide Crossing Guard Program: Preliminary Assessment" which included crossing guard program requirements, program descriptions, management, and annual costs.

Alameda CTC staff prepared this addendum to the 2015 Crossing White Paper with updated information for crossing guard programs in San Francisco and Marin County, which are representative of large scale programs in neighboring counties and in the region, as well as updated information on the existing crossing guard programs in Alameda County.

Large-Scale Crossing Guard Programs in the Bay Area

The following summarizes two crossing guard programs in the counties of San Francisco and Marin: The City and County of San Francisco-The San Francisco Municipal Transportation Agency (SFMTA) Adult Crossing Guard Program, and the County of Marin - Transportation Authority of Marin. These programs offer insight about the challenges and expectations of countywide programs. The following section presents a description and key findings from each program.

San Francisco Municipal Transportation Agency (SFMTA) Adult Crossing Guard Program: With a budget of \$2.2 million, the SFMTA operates a School Crossing Guard Program that started over 20 years ago and currently employs 190 crossing guards and 5 trainers, serves 106 schools, and covers 151 street corners within the city. Hiring enough guards to cover all intersections has not been possible and there are 19 intersections that are qualified and waiting to receive a guard. Crossing guards are City employees with union representation who earn an annual salary of \$9,000 salary per school year for 2.5 hours of work per day on a split shift schedule. These employees do not receive medical, dental, or pension benefits, but are able to accrue sick leave, vacation, and floating holidays. The program experiences several on-going challenges, including difficulty in retaining staff and qualifying applicants

due primarily to the split shift schedule. In March 2018, staff from SFMTA presented to its Board a proposal for modifying the existing crossing guard program with the goal of improving recruitment and retention, guard assignment policies, and the selection of participating schools.

The proposal for the 2019 school year includes increased operating budget for the crossing guard program that will support employment for 215 guards, allowing expansion of the program to additional schools. The 2019 program will introduce multiple volunteer training sessions for parents and caregivers who would like to volunteer as crossing guards at schools that do not currently have crossing guards assigned. SFMTA plans to reassess its criteria to be more context-sensitive and conduct periodic evaluation of data and locations that qualify for guards. The management of the program includes six full-time employees who are solely working on the daily operations of the crossing guard program. They handle scheduling, payroll, interviewing/hiring/training, guard calls, uniform needs, and additional tasks as needed for the operation of the program. An outside contractor conducts site assessments that include site survey and vehicular/pedestrian counts, and MTA Engineering does the analysis to determine if the location meets the criteria for a guard.

Key Findings from the San Francisco Crossing Guard Program include the following:

- Difficulty in maintaining an optimal number of crossing guards
- Since August 2015, SFMTA hired 146 crossing guards and lost 130 guards
- In the recent hiring cycle, out of 286 qualified applicants, only 44 or 15.4 percent successfully completed the process and are currently working
- Crossing guard requests exceed supply
- 10-15 requests for crossing guards received per year (about 50% of them qualify)
- 19 qualified corners are on the waiting list (SFMTA warrants include type of school, corner must be a designated school crossing (yellow ladder), vehicular volume and pedestrian volume thresholds)

Crossing Guard Program Managed by Transportation Authority of Marin (TAM): TAM manages the crossing guard program as a component of the Safe Routes to School Program with a budget of \$1.57 million at 41 schools. The program was created in 2006 with 54 crossing guards and has currently grown to 90 crossing guards. The program is funded by a countywide sales tax, Measure A and more recently by Measure B (Vehicle Registration Fee) as a temporary source of funding that will allow TAM to retain the same level of locations served by a crossing guard for the 2018-19 school year. In addition, school districts provide funding for crossing guards at eight school locations. TAM is submitting ballot measure to voters in 2018, which would extend its ½ cent transportation sales tax Measure A (due to expire in March 2025) through a 30 year period (March 2049). Four percent of the current Measure A revenue is allocated to the school crossing guard program. Projections indicate that allocated revenue would only fund crossing guards for 58 locations. The reauthorization of the sales tax, would increase the level of funding for this program to 6.5 percent and would allow TAM to expand the program to 88 ranked locations.

In the past, TAM has applied for one-time grants, through the Congestion Mitigation Air Quality (CMAQ) and State Transportation Program, (STP) programs that allow funding for the equipment used for crossing guard programs (vests, paddle signs) as part of the operating expenses of Safe Routes to School Programs.

TAM coordinates with its partner agencies' public works departments for the implementation of this program. The public works departments conduct warrants for eligibility of crossing guard locations. The assessment, based on the MUTCD guidelines with additional parameters to control for, ranks locations by their score and includes a periodic reassessment of each location in order to assign guards more efficiently, where safety needs score higher.

TAM outsources the hiring, operations, and training of its crossing guard program. However, the contractor has experienced staff retention challenges, which have led to complaints regarding traffic congestion or the crossing guard having to take care of more than one street corner and not crossing the children with enough care. To increase staff retention, TAM requires that the contractor pay their crossing guards at least the County's living wage of \$14.20 with a two-hour minimum per shift. Most work shifts are one hour long, so each crossing guard receives the equivalent of \$28.40 per hour. This measure has improved staff retention for this program. The management of the contract requires approximately 700 hours of staff time a year.

Key findings from the TAM Crossing Guard program include:

- Contractual issues with the vendor that manages the program, mainly related to cost and staff retention
- Increases in program costs over projected revenues for the program
- Decreases in operating budgets of the school districts that fund eight crossing guard locations

Table 1 presents highlights of these two countywide crossing guard programs.

TABLE 1. Summary of Two Countywide Crossing Guard Programs in the Bay Area: San Francisco and Marin Counties

AGENCY	# SCHOOLS SERVED	QUALIFYING CRITERIA	MANAGEMENT	NUMBER OF CROSSING GUARDS EMPLOYED	ANNUAL PROGRAM COST	FUNDING	PROGRAM CHALLENGES
SFMTA	106 Elementary and Middle Schools (151 corners)	-K-8 school -Designated school crossing -Traffic volume threshold -Student pedestrian volume	SFMTA (in house) 6 full time staff members are in charge of the crossing guard program in SF.	190 Crossing Guards and 5 trainers. The program will increase to 215 crossing guards for the 2018-19 school year	\$2.2 million (about \$1.7 million going towards guards salaries). School District contributes \$250,000 per year)	SFMTA General Fund. San Francisco Unified School District annual contributions	-Difficulty retaining staff due to split shifts, no benefits. -Difficulty in finding qualifying applicants -Demand for crossing guard locations easily exceeds supply -False expectation that all the requests would be fulfilled
Transportation Authority of Marin (TAM)	41 Elementary and Middle Schools (82 locations)	-School aged pedestrian as % of pedestrian volume -Vehicular volume as % of qualifying volume -Intersection geometry -Stopping distance -Speed limit -Professional judgement.	Contracts out operations to All City Management. Approximately 700 hours annually are needed for administration of the program.	90	\$1.57 million	Measure A, Measure B, (Vehicle Registration Fee).	-Staff retention -complaints of added congestion. -not crossing the children with enough care -Increases in program cost and availability of funding

School Crossing Guard Programs in Alameda County

All jurisdictions in Alameda County have school crossing guard programs. The programs vary in size and are generally managed by the jurisdictions police departments or by agreement between jurisdictions and school districts. The local programs focus on elementary and middle schools, but in a few cases, such as in Oakland they include some high schools. Almost all jurisdictions in Alameda County outsource the operations, hiring, and training of the crossing guard program, with the exception of Oakland, Berkeley, and Hayward. Union City has a volunteer-based program that is managed by the School District. This has somewhat relieved agency staff from the daily operations of the program, but still retains the labor-intensive task of conducting warrants for every location for which requests for crossing guards have been received.

Almost all of the same challenges experienced by large-scale programs exist in smaller scale programs, which includes staff retention and creation of incentives to attract and keep employees. This usually translates into higher costs for the jurisdictions and a potential reduction of locations served by crossing guards and subsequently, the agency's inability to meet demand.

Funding

Funding for crossing guards in Alameda County comes from a variety of sources. Local agencies general fund is usually the main source of funding for the local programs in Alameda County. In some cases, locally enacted special sales taxes, such as the Soda Tax in Albany are eligible sources of funding for crossing guard programs. In other cases, local school districts contribute to fund the program, or a combination of all of these sources is used to fund programs in areas with several school crossing locations.

Other sources of funding that local agencies can use at their discretion are Direct Local Distribution Funds from Alameda CTC for local streets and roads and for bicycle and pedestrian safety improvements. These funds include Measure B and Measure BB, and Vehicle Registration Fee revenues. The 2014 Countywide Transportation Expenditure Plan (TEP) allocates a total of 8% of funds to improving bicycle and pedestrian infrastructure as well as providing programs to encourage people to bike and walk and to support accessibility for seniors and people with disabilities. Figure 1 presents a chart of the distribution of Measure BB funding for the Bicycle and Pedestrian Paths and Safety Program for the next 30 years. Three percent of these funds or an estimated \$232 million are direct local distribution funds transferred to jurisdictions in Alameda County on a monthly basis for the planning, construction, and maintenance of bicycle and pedestrian projects and programs that are included in the County's Bicycle and Pedestrian plans and for the high-priority projects or programs in their local Bicycle and Pedestrian Plans. These funds could also assist local jurisdictions in supporting their crossing guard programs on an ongoing basis. In addition, the Measure BB discretionary Bike and Pedestrian Grant Program (\$1.54 million) includes crossing guards programs as an eligible expenditure for these competitive grant funds.

Table 2 presents a summary of the local programs in Alameda County. Typically, regional, state and federal funds are not eligible sources for funding crossing guard programs.

**FIGURE 1
DISTRIBUTION OF MEASURE BB REVENUES FOR
BICYCLE AND PEDESTRIAN PATHS AND SAFETY
PROGRAM**

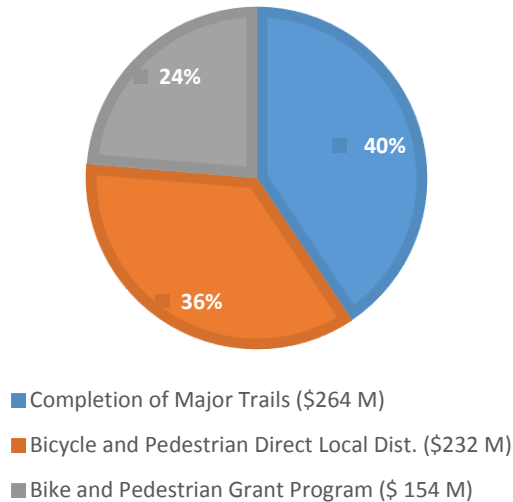


Table 3 presents what an estimated cost would likely be for a countywide program. In order to serve the 304 elementary and middle schools in the County, approximately \$8.6 million would be needed annually. For estimation purposes, this assumes outsourcing the crossing guard program and doing the contract administration internally with 2.5 Full Time Equivalent positions at the associate level (based on the number of staff hours needed to administer the TAM program for 41 schools and extrapolating these hours to cover 304 schools in the County and converting this to Full Time Equivalent). The contracted services are solely related to hiring, training, and operating the crossing guard program on a day-to-day basis as well as providing the tools to perform the job, such as safety vests, paddles, and high visibility-reflective raincoats. The scenario also assumes the inclusion of a consultant contract for the annual site evaluation/reevaluations of crossing guard locations.

Conclusions

Alameda County is a considerably sized area with 304 elementary and middle schools that are dispersed throughout the County. Given the size and number of eligible schools in the County, a countywide crossing guard program would require intense labor and economic resources for the internal administration of the countywide program. In addition, the crossing guard program would be very difficult to coordinate as a centrally managed approach given the geographic span of the County and the specific local needs of schools in community neighborhoods. The current locally facilitated delivery of crossing guard programs within cities throughout the County has shown that local agencies are generally better equipped to respond to any unpredictable situations and demands related to local needs.

TABLE 2:

Crossing Guard Programs in Alameda County

Jurisdiction	Location Selection Criteria		Scope of Program				Operations				Cost and Funding	
	Guard Requests submitted by	Location Prioritization	Staffed crossing locations	Total Employed Guards	Schools Served	Total Schools in Jurisdiction	Management (Management Agency: City, Police Dept., on contract)	Contractor	Average Daily Hours Worked (Hours/Guard)	Compensation (hourly wage)	Estimated Annual Program Cost	Source
Alameda County Unincorporated Areas	Website	County Public Works Agency and MUTCD Criteria	24	24	19	34	Alameda County Public Works Agency	All City Management Services	3	did not provide	\$ 321,000.00	County General Fund for grade schools. The 3 junior high schools pay separately with own funds for their crossing guards.
City of Alameda	Alameda Safe Routes to School/ Alameda Department of Public	Elementary Schools ONLY K-5	27	28	7	17	Alameda Police Department	All City Management Services	4	\$14.50-17.00	\$ 280,000.00	80% PD 20% School District
City of Albany	The locations have been preset for years	Elementary Schools only: Priority is based on traffic/pedestrian flow and or what is perceived more dangerous for the children. Signals, traffic controls etc.	6	7	3	4	Albany Police Department	All City Management Services as of 2018-19 school year.	4.5	\$12.34-\$15.00	\$ 124,100.00	Proceeds from Sugar Sweetened Beverage Local Tax
City of Berkeley	Elementary School Administrators	Crossing Guard Supervisor	16	12	10	15	in house-Berkeley Police Department		4.5	\$24	\$ 300,000.00	Police Department Budget
City of Dublin	City of Dublin/Dublin Unified School District	N/A	12	14	12	9	Dublin Police Services	All City Management Services	4	\$20.19	\$ 204,666.03	General Fund/DUSD
City of Emeryville	Not applicable-There is only one school and two corners served	N/A	2	2	1	1	School District manages the contract with All City Management Services.	All City Management Services	3		\$ 35,000.00	71% school District, 29% City funds
City of Fremont	School/ Safety Assessments	Per MUTCD warrants	22	22	15	36		On Contract	3	\$20.85	\$246,273.00	General Fund
City of Hayward	Assessment from the City's Transportation Department	Crosswalks with no signals	13	16	15	30	In house-Hayward Unified School District		2	\$18.80-\$20.75	\$ 231,590.00	General Fund
City of Livermore	School District / Police Dept.	By Survey / Location of School (Near major roads etc.)	14	14	12	15	Livermore Police Department	All City Management Services	2	\$ 19.23	\$ 155,800.00	General Fund
City of Newark	Newark Unified School District and/or individual schools	CA MUTCD criteria (Chapter 7D) and engineering judgment	7	7	7	9	Police Department	All City Management Services	3 hours/guard per day	\$19.95 per hour	\$ 75,411.00	Newark Public Works; Newark Police Dept.
City of Oakland	Submissions are taken by OAK DOT,OUSD Transportation Director,	Submission and assignments are reviewed and evaluated by OAK DOT,OUSD Transportation	44	58	44	101	In house Oakland Police Department		4	\$15.00-\$19.00	\$ 800,000.00	Measure BB: General Traffic Fund
City of Piedmont	N/A	N/A	6	6	N/A	4	Piedmont Police Dept.	All City Management Services	N/A	N/A	\$97,500	Police Dept. General fund
City of Pleasanton	PD did not provide	PD did not provide	21	21	10	12	Police Dept.	Did not provide	PD did not provide	PD did not provide	\$375,000.00	2017/2018 operating budget
City of San Leandro	N/A	Elementary Schools	8	8	8	9	School District	All City Management Services	2	\$ 12.00	\$ 68,515.20	50% School District, 50% City funds
City of Union City	Information not provided	Information not provided	Not provided	Not Provided	Not Provided	8	Volunteer based- New Haven Unified School District	N/A	0	\$ -	\$ -	N/A
TOTALS			222	239	163	304					\$ 3,314,855.23	

Notes for Table 2:

- ¹ Three schools are private
- ² One school from K-12th grade located between 47th Street and 53th street
Existing program in Oakland includes High Schools, which would total 128 schools in Oakland.
Union City has a volunteer based crossing guard program that is managed by the New Haven
- ⁴ Unified School District.

TABLE 3: Estimated Total Crossing Guard Program Annual Cost for K-8th Grade Schools in Alameda County (2018 \$)

Program Elements	Total Employed Guards in Alameda County	Existing Program- Alameda County Schools Served	Total Elementary and Middle Schools in Alameda County	Potential Need	Existing Program Cost (2018 \$)	Average cost of Crossing Guard/year (2018 \$)	Estimated Total Program Cost (\$2018-assuming at least 2 guards per school)
Crossing Guard Staff	239	163	304	141	3,314,855.23	\$ 13,483.83	8,198,166.35
Cost of Location Assessment (estimated/year) ¹							50,000.00
Ongoing Program Management/Coordination ²							355,455.00
Total Estimated Cost							8,603,621.35

Notes:

- ¹ Estimated from SR2S consultant who conducts the School Site Assessments in Alameda County and assuming local jurisdictions would provide cyclist and pedestrian count data for any existing and newly requested locations.
- ² Assuming annual salary and fringe benefits for 2.5 FTE staff members at Associate level (FY 2018-19 rate or \$142,182) based on number of 700 hours required to administer and manage the Crossing Guard Contract at the Transportation Authority of Marin (TAM) for 41 schools and extrapolating the number of schools in Alameda County.

Countywide Crossing Guard Program: Preliminary Assessment “White Paper”

Alameda County Transportation Commission



Table of Contents

Introduction	1
Purpose of Crossing Guards.....	1
Guidelines and Criteria of Crossing Guard Programs	2
Large-Scale Crossing Guard Programs.....	3
Key Findings.....	4
Select Case Studies.....	7
Existing Crossing Guards Programs in Alameda County Jurisdictions	10
Summary.....	14
References	14
Appendix.....	16

Introduction

This white paper (hereafter referred to as the "paper") provides a preliminary assessment of opportunities for a crossing guard program (staffed using adults) at schools throughout Alameda County. The paper was developed for the Alameda County Transportation Commission (Alameda CTC) to:

- Summarize key elements of large-scale crossing guard programs;
- Highlight case studies of established regional programs in the United States;
- Provide a brief overview of existing crossing guard programs in Alameda County jurisdictions; and
- Recommend next steps in the development of a potential countywide program.

The development of this paper may be considered a potential first step in the establishment of a large-scale crossing guard program in Alameda County. Such a program would promote safety for school children throughout Alameda County that walk and bike to local schools through the provision of crossing supervision at key locations.

A variety of both small- and large-scale crossing guard programs throughout the United States have been established to address the community-specific needs related to pedestrian access to local schools. While there is some federal and state guidance on the design and implementation of crossing guard programs, the development and operation of these programs is largely determined by the local communities in which they operate. This paper provides a brief introduction to select large-scale crossing guard programs for the purpose of understanding the success and challenges faced in the establishment and operation of these programs. The programs highlighted in this paper represent well-established crossing guard programs that offer valuable insight into the successes and challenges faced when establishing and operating a crossing guard program.

This paper also presents an overview of the crossing guard programs currently operating within Alameda County, and identifies the managing agency (cities, school districts etc.) of these programs, and recommends next steps for the establishment of a countywide crossing guard program.

Purpose of Crossing Guards

The National Center for Safe Routes to School and the Pedestrian and Bicycle Information Center (PBIC) are organizations funded by the Federal Highway Administration (FHWA) for the purposes of improving the quality of life through support of Safe Routes to School programs. Safe Routes to School programs promote safe walking and bicycling as a viable means of transportation and physical activity for school children. The two organizations developed and periodically update a guide used in the development of Safe Routes to School programs nationwide. The guide identifies crossing guard programs as a valuable complement to a community's existing Safe Routes to School program.

The provision of crossing supervision would play an important role in a community's transportation system, by promoting safety and improving access for students as they walk to and from school. Bicyclists also benefit from the presence of crossing guards on occasions when they need (or prefer) to dismount their bicycles and complete their journey on foot. Crossing guards are able to provide gaps in traffic that allow pedestrians to safely cross the street.

A comprehensive crossing guard program should aim to serve a majority of the major roadways and intersections along the most-travelled routes utilized by students on their way to and from local schools. Crossing guard programs generally operate within the vicinity of kindergarten to 12th Grade (K-12) schools. However, many programs place particular emphasis on younger students in pre-school through elementary school (and in some instances middle school/junior high school), as these students may not be as well-equipped as older students to travel to school on their own.

Crossing guard programs allow parents and guardians to feel more confident about letting their children walk to school. This in turn promotes active transportation and reduces reliance on auto-oriented travel. The shift from auto to pedestrian school-based trips has the added benefit of reducing vehicular volumes on local roadways, thereby reducing delays during the peak travel periods when commuter traffic is forced to compete with school-related traffic.

Guidelines and Criteria of Crossing Guard Programs

Crossing guard program oversight can vary by location, population size, and community needs; some programs are managed at a large scale by county-based agencies, while other programs are managed at a smaller and more localized scale by city-based agencies.

The PBIC guide identifies the responsibilities of the governing body that would oversee a communities crossing guard program. Generally, the governing body of a crossing guard program would be tasked with the management or delegation of the following responsibilities:

- Identifying locations where crossing guards are needed;
- Hiring and training crossing guards in their responsibilities;
- Equipping crossing guards for their duties; and
- Securing funds to manage and operate the program.

Federal and state guidelines govern the use of crossing guards for traffic supervision. All crossing guard programs within California must conform to the standards set in Section 7D ("Types of Crossing Supervision") of the *California Manual of Uniform Traffic Control Devices 2014 Edition* (MUTCD), which in turn conform to federal guidelines established by the Federal Highway Administration.

As defined in the MUTCD, crossing guards "*may be used to provide gaps in traffic at school crossings where an engineering study has shown that adequate gaps need to be created, and where authorized by law*". The MUTCD grants authority to cities and counties to "*designate local law enforcement agencies, the governing board of any school districts or a county superintendent of schools to recruit and assign crossing guards*".

As outlined in the MUTCD, part of the cost of the establishment and operation of a crossing guard program may be funded through the use of fines and forfeitures received by the cities under the California Penal Code. The disposition of these fines and forfeitures is defined in Section 42200 and 42201 of the California Vehicle Code, which allows the use of funds deposited in the "Traffic Safety Fund" of the city and in the road fund of the county to pay for the compensation of school crossing guards.

The MUTCD also establishes guidelines for the selection of locations for the implementation of crossing guard supervision. The specific criteria are summarized in Table 1 and included in the Appendix.

Table 1: Criteria for the Selection of Crossing Guard Locations

Traffic Control	Landscape	Crossing Guard May be Used	
		If	and
Uncontrolled	Urban	No alternate controlled crossing within 600 feet	Traffic volumes exceed 350 vehicles during two hours (not necessarily consecutive) in which 40 or more school pedestrians cross daily.
	Rural ⁽¹⁾		Traffic volumes exceed 300 vehicles during two hours (not necessarily consecutive) in which 30 or more school pedestrians cross daily.
Stop Sign		Undivided highway of four or more lanes	Traffic volumes exceed 500 vehicles per hour during any period when the school pedestrians are going to or from school.
Traffic Signal		Vehicular turning movements through the school crosswalk exceeds 300 vehicles per hour while school pedestrians are going to or from school	Where justified through analysis of the operations of the intersection

Source: California MUTCD, 2014.

Note: (1) Applies whenever the critical (85th percentile) approach speed exceeds 40 miles per hour.

The MUTCD provides guidance on the minimum qualifications, standard uniform, and the operating procedures for crossing guards. These procedures inform crossing guards on their role in the overall traffic operations system. As crossing guards are not law enforcement officers, they do not have the authority to direct traffic. Their role is to “pick opportune times to create a sufficient gap in the traffic flow.” At which time they “shall stand in the roadway to indicate that pedestrians are about to use or are using the crosswalk, and that all vehicular traffic must stop.” Crossing guards are equipped with stop paddles to aid in their communication with traffic.

A compliment to the establishment of crossing guard programs is the school safety patrol program sponsored by the Automobile Association of America (AAA). The school safety program works with student volunteers from upper elementary, middle, and junior high schools to teach students about traffic safety on a peer-to-peer basis. The *AAA School Safety Patrol Operations Manual (2004)* reinforces the need to educate younger children on the importance of crossing guards in the promotion of school safety.

Large-Scale Crossing Guard Programs

To understand how large-scale crossing guard programs are established, managed, and funded, several programs across the United States were briefly assessed. Five broad elements were selected in order to provide insight into the variety of large-scale programs, as well as to represent factors considered in the development and management of such crossing guard programs:

- **Jurisdiction:** Lead government agency that oversees the program.
- **Location Selection Criteria:** How crossing guard locations are selected for inclusion in the program, and evaluated for continued staffing.
- **Scope of Program:** The number of crossing guards included in the program and the number of schools covered by their services.

- **Operations:** Details of the day-to-day costs and management of the program.
- **Funding:** How much it costs to operate the program and where these funds are sourced.

The six large-scale programs identified in this paper were selected as they represent diverse landscapes and demographics across the country. The information gathered about these programs was determined through a combination of interviews with program managers, and a review of any readily available material documenting program guidelines, operational procedures and program funding. Table 2 summarizes the results of this effort.

Key Findings

The following sections detail the key findings from assessment of the six large-scale programs presented in in Table 2.

Jurisdictions

The programs analyzed are mostly managed at the county level. County agencies work in partnership with school districts in the selection of crossing locations, oversight of daily program operations, and periodical evaluation of the program. Additionally, these agencies work together to identify the most-travelled paths used for school-based trips, as well as any potential safety concerns along key intersections and crosswalks within the vicinity of the schools.

The largest program assessed in the development of this paper is that of the City of Los Angeles. The program is managed through the Los Angeles Department of Transportation (LADOT) with smaller local crossing guard offices overseeing the program at a localized level. The crossing guard office manages the day-to-day operations of the program and receives requests for crossing guards for school sites within their jurisdiction.

Location Selection Criteria

The six assessed programs have varied processes for the nomination of potential locations for inclusion in the crossing guard program. Some agencies such as the Sheriff Department of Orange County, Florida, work directly with the public school board of directors to identify locations for evaluation. Other programs such as the Marin County program run by the Transportation Authority of Marin (TAM) restrict the authority to nominate locations to the directors of city public works departments. In both cases, the nominating bodies receive input from the greater community and prioritize locations for submission to the managing agency for further evaluation.

Table 2: Summary of Large-Scale Crossing Guard Programs Surveyed

Jurisdiction	Location Selection Criteria		Scope of Program			Operations			Funding	
Area Served <i>Managing Agency</i>	Guard Requests Submitted By	Location Prioritization	Staffed Crossing Locations	Total Employed Guards	Schools Served ⁽¹⁾	Management	Average Daily Hours Worked (Hours / Guard)	Compensation (Hourly Wage)	Annual Program Costs ⁽²⁾	Source
City of Los Angeles, CA <i>Los Angeles Department of Transportation (LADOT)</i>	Public requests via local crossing guard office	Information not readily available ⁽³⁾	333	358	333	Contract	3.5	\$15.86	\$6,300,000	LADOT general funds.
Marin County, CA <i>Transportation Authority of Marin (TAM)</i>	Directors of Public Works Departments	Sites evaluated and ranked using MUTCD criteria supplemented by internal criteria created by TAM	77	195	71	Contract	4.0	\$20.50	\$1,300,000	Measure A Safe Routes to School Measure B Vehicle Registration Fee
Orange County, FL <i>Orange County Sheriff's Office</i>	School District Board	Sites evaluated and ranked using MUTCD criteria supplemented by Florida Department of Transportation (FDOT) guidelines. Locations are not reevaluated after initial staffing.	297	451	121	Internal	2.0	\$10.85	Information not readily available ⁽³⁾	Orange County budget general funds. Revenue from parking tickets (\$7 per ticket directly funds program).
City of Riverside, CA <i>Riverside Police Department</i>	Public requests via police department	Sites evaluated and ranked using MUTCD	25	25	56	Contract	2.5	\$9.75	\$900,000	City budget general funds.
San Francisco, CA <i>San Francisco Municipal Transportation Agency (SFMTA)</i>	School Principals	Evaluation based on MUTCD criteria. Locations are not reevaluated after initial staffing.	150	180-190	110	Internal	4.0	\$16.50	\$2,000,000	SFMTA operating funds.
Washington DC <i>District Department of Transportation (DDOT)</i>	Open to the Public	Sites evaluated and ranked using MUTCD criteria supplemented by DDOT guidelines. Site assessment and data submitted by crossing guards inform final decision	140	206	140	Internal	4.0	\$14.00	\$2,000,000	City's General Fund

Sources:

Information presented in this table was gathered both from interviews with representatives of the managing agencies identified above, as well as the following sources:

- City of Los Angeles. City of Los Angeles Fiscal Year 2015-2016 Budget.
- City of Riverside. Preliminary Annual Budget. Fiscal Year 2015/2016 (May 20, 2015).
- Orange County Government, Florida. Orange County Florida Annual Budget Fiscal Year, 2015 – 2016.
- San Francisco Municipal Transportation Agency Livable Streets. Adult School Crossing Guard Program Map (November 19, 2014).
- Transportation Authority of Marin Board of Commissioners Meeting, Award of Contract for Crossing Guard Services (Action), Agenda Item No. 6B. July 23, 2015.

Notes:

- ⁽¹⁾ Schools served represent an approximation of all schools within the vicinity of a crossing with crossing guard supervision.
- ⁽²⁾ Annual crossing guard program costs are approximate and have been rounded to the nearest \$100,000.
- ⁽³⁾ The representative interviewed did not have information related to this aspect of the crossing guard program.

All of the programs use the MUTCD guidelines summarized in Table 1 to evaluate potential sites. However, some jurisdictions found a need to supplement these criteria with other internally developed factors that are better suited to meet the community's needs. These internal processes provide more leeway for managing agencies to provide crossing guards at locations that do not meet the MUTCD vehicular and pedestrian volume-based criteria. Locations can be included in the program based on community-specific criteria such as identified safety concerns and to aid in the promotion of walking and bicycling to school.

Scope of Program

The large-scale crossing guard programs evaluated vary in the number of crossing guards provided and the schools served by these programs. The number of staffed crossing locations for these programs range between 77 staffed locations in Marin County and 333 staffed locations in Los Angeles. These programs generally prioritize staffing crossing locations within the vicinity of elementary schools. The Los Angeles program provides crossing guards for approximately 70 percent of their elementary schools and 43 percent of their middle schools.

Some agencies staff particularly large intersections or roadway crossings with more than one guard. For example, the City of Los Angeles provides seven crossing guards for one elementary school (Richard Riordan Primary Center) located approximately one block north of the Los Angeles Metro light rail Gold-Line. The proximity of the school to a busy transit line results in additional safety concerns for children walking to or from school. The provision of abundant crossing supervision serves to promote safety during peak times when children may have to be observant of both vehicular and transit traffic along their walking path.

Additionally, programs benefit from having substitute guards on staff available on an as-needed basis in the event that the assigned guard is unable to report to work. For these and other reasons, all of the programs employed more guards than the number of staffed crossing guard locations, to ensure to the greatest extent possible that locations identified as part of the crossing guard program are always staffed on school days.

Operations

Only two of the six agencies studied (San Francisco Municipal Transportation Agency [SFMTA] and Washington D.C.'s District Department of Transportation [DDOT]) manage the day-to-day operations of their crossing guard programs. The other four agencies studied have contracts with external service providers to staff and manage their crossing guard locations. These contractors oversee the day-to-day operations of the guards, and ensure that all guards are trained and equipped per the standards established in the MUTCD.

The two-internally operated programs employ the crossing guards and manage their training and supervision. These programs reported experiencing a lower turnover rate of crossing guards in comparison to previous years when management of the program was contracted out to external service providers. This is in part because crossing guards employed by the county are government employees and may be eligible for government benefits depending on the number of hours they work per week.

Crossing guards generally staff locations for one to two hours prior to the first school bell and for one to two hours after the final school bell rings in the afternoon. Crossing guards work between two to four hours a day. The same guard staffs some locations during both the morning and afternoon shifts, while other locations are

staffed by two or more guards throughout the day. Compensation of crossing guards is largely dependent on the local minimum wage and the cost of living index. The pay for the six programs evaluated ranges from \$9.75 per hour in Riverside, California to \$16.35 per hour in San Francisco, California.

On average crossing guards work for two to four hours a day for approximately 180 days a year (dependent on the length of the school year). The annual cost for the compensation of the crossing guards in the evaluated programs ranges from approximately \$3,500 to \$12,000 per guard.

In addition to the crossing guards employed by the program, some programs include a volunteer component, in which individuals who wish to volunteer as crossing guards are trained and supervised by the managing agency and/or contracted service provider. TAM pays their crossing guard contractor \$17.00 per day to supervise volunteer guards, and \$180 in startup costs to cover training, background checks, and the provision of equipment for all of the volunteer guards.

Funding

Conversations with the managers of the large-scale programs included revealed that the quality and sustainability of the programs is largely dependent on the availability of adequate funding. Program funds generally cover the cost of program establishment and management at the regional level. These elements include staff hours and expenses related to the identification and evaluation of potential crossing locations, assessment of operations at existing locations, and the administration of any external contracts related to the program. The funds also cover the cost of training, equipping, and supervising the guards, as well as covering the costs of guard compensation.

The agencies managing the programs reported various funding sources to cover the aforementioned costs of their programs. Annual program costs vary from approximately \$6.4 million in Los Angeles to \$340,000 in Riverside. Many of the agencies fund their programs using city budgets, with revenue coming from parking citations. Various program managers reported having to scale back the program due to budget deficiencies during particularly difficult economic years.

Many communities throughout the United States have experienced significant increases in traffic congestion due to factors such as population increase and economic growth. These communities have identified school-related traffic as a major contributor to congestion along local roadways. This has led to a prioritization of the development and implementation of strategies that traffic will encourage shifts from auto-based school trips to pedestrian- and bicycle-based school trips. Crossing guard programs have been employed as a tool in the encouragement of modal shifts for school-based trips.

Select Case Studies

The following section highlights the successes and challenges faced by three of the six large-scale programs evaluated in the development of this paper.

Marin County

The crossing guard program in Marin County is managed by TAM in partnership with the public works departments of all of the cities and towns in the county. The program also works with the county public works

department that manage the unincorporated areas of the county. The program serves as one of three components of the county's Safe Routes to School Program, which works to promote walking and bicycling to and from school through the improvement of roadway conditions throughout the county.

The directors of the public works departments initially identify intersections within their jurisdiction that would benefit from the provision of crossing supervision. These locations are submitted to TAM for evaluation and prioritization based on internal criteria using pre-determined elements that expand on the MUTCD criteria summarized in Table 1. These elements include volume-based factors (vehicular volume and pedestrian volume), roadway characteristics (roadway skew angle, stopping sight distance, horizontal curve, and speed limits), and a miscellaneous category that serves as a catchall for any other factors specific to the location.

All the locations evaluated are ranked based on the overall intersection score and the locations with the highest scores are prioritized for inclusion in the crossing guard program. The number of locations that are staffed is limited by the availability of program funds. This process was developed as a way to promote equity in the selection process and to prioritize highest needs locations throughout the county. While the process has allowed for a fair assessment of all the intersections, it is a labor-intensive process requiring dedication of a portion of the overall program funds.

The day-to-day operations of the crossing guard program are contracted to professional service providers with expertise in the field. TAM opted to contract the work so as to limit liability concerns arising from the recruitment, training, and management of crossing guards. The county's most recent contract was approved by the TAM board of directors in July 2015 and terminates in July 2016 with two optional one-year extensions. TAM also has contracts with two school districts (Novato Unified School District and Kentfield School District) to provide crossing guards at intersection locations that did not score high enough to receive funding through the TAM program.

As previously mentioned, the TAM crossing guard program is funded through the voter-approved Measure A Transportation Sales Tax Expenditure Plan funds. The crossing guard program was included as a line-item in the Measure A funds which envisioned the provision of crossing guards at up to 70 locations around Marin Schools, and is supplemented by Measure B (Vehicle Registration Fee) funds which allow the provision of crossing guards at an additional 12 locations.

City and County of San Francisco

The City and County of San Francisco's crossing guard program was established over 20 years ago. The program is currently managed by SFMTA in partnership with the San Francisco Unified School District. Due to the maturity of the program, considerable time and effort has been expended on the identification of locations for crossing guard supervision. However, school principals may nominate additional locations for consideration for the program. Community input into the nomination process is handled at the local school level and filtered through the principals. Similar to other large-scale programs, SFMTA has an internally-developed scoring formula used to evaluate and prioritize locations submitted for consideration. The formula modifies the MUTCD criteria so as to cater to city-specific needs.

Once a location is included in the crossing guard program, no further evaluation is conducted at the site, and that location is permanently added to a priority list of crossing guard locations. Adjustments to the locations score are made based on input from school principals who identify any changes in existing

conditions at the crossing that may impact the overalls score. Not all locations on the list can always be staffed. The number of locations staffed is dependent on availability of budgeted funds, with the highest scoring locations receiving first priority. Some of the lower-ranking locations have had crossing guards removed and then reinstated based on year-to-year budgetary changes.

All of the crossing guards in the program are City/County employees, and eligible for benefits based on the number of hours worked. As a result, the employee turnover rate for these positions is generally low. Program management reported that the guards are all generally reliable and there is a relatively low absenteeism rate.

Orange County, Florida

Orange County has one of the most extensive crossing guard programs in the state of Florida. The program is managed by the Orange County Sheriff's department and operates under the MUTCD guidelines with supplemental guidance on the training of adult school crossing guards provided by the Florida Department of Transportation (FDOT). The program has approximately 300 staffed locations and over 450 employed crossing guards. Additionally, the program has an in-house training program with a total of seven crossing guard trainers who work with new guards, and keep in contact with existing guards to ensure they are adequately performing their duties.

The program has evolved over the years in response to specific challenges it has faced. For example, the program has experienced difficulties in the recruitment and retention of crossing guards. Compensation from the position is limited by the low number of hours that guards are assigned to work (no more than two hours a day). The program has experienced high turnover rates from guards who found other employment that offered more hours. In an effort to retain existing guards and facilitate the recruitment of additional guards, the agency incorporated an incentive program. Guards who are employed by the county for five years or more are eligible to participate in the county's retirement/benefits system. The program also offers existing guards various pay bonuses awarded on a quarterly basis. A bonus is given to all guards with perfect attendance during the quarter. The program also offers a referral bonus to guards who refer a new guard to the program, if the new guard is hired and remains with the program for 90 days or more.

The program is funded through the use of general funds budgeted for the Traffic Engineering Division which are shared with other transportation priorities in the county. Due to limited funding, the crossing guard program is not able to staff all potential locations with crossing guards. If a location does not meet the criteria for the provision of a crossing guard, the engineering division of the Public Works Department will provide additional signage as appropriate and modify traffic signal timing to promote pedestrian safety at these locations.

Washington DC

The District Department of Transportation (DDOT) currently manages the school crossing guard program for the District of Columbia. The program was previously managed by the Metropolitan Police Department but was transferred to DDOT in 2008 in order to utilize the department's expertise in and commitment to the provision of a transportation system that delivers safe and convenient ways to move people.

DDOT considers input from community members on the identification of potential crossing guard locations. Members of the public are able to request a new school crossing guard by completing and submitting a

request form available on the DDOT website. Since the program was transferred to DDOT, there has been an increase in the number of requests for crossing guards, and the department has worked to provide as many crossing guards as possible within their budget.

Similar to other large-scale programs, DDOT evaluates all potential locations using the MUTCD criteria supplemented by an internally developed criteria that considers other factors such as the number of schools the guard would serve, proximity to any existing crossing guards, pedestrian crash history, etc. The locations are scored based on these factors and prioritized for inclusion into the program. DDOT values their internal criteria as it allows for the consideration of other location-specific issues that the community may consider a higher priority to be addressed.

Existing Crossing Guards Programs in Alameda County Jurisdictions

This section provides a brief overview of crossing guard programs within Alameda County. The information presented in this section was obtained through a combination of interviews with the managing agencies that oversee the crossing guard programs, and publically available records that detail information pertaining to the funding and operation of these programs. The results of this effort are summarized in Table 3.

Extensive efforts were made to identify the appropriate administrator of each jurisdiction's crossing guard program. However, not all the jurisdictions responded to inquiries regarding their crossing guard program. The results presented in this paper are limited to responses received from each jurisdiction.

The programs presented here represent information that was gathered with the resources available for the development of this paper and may not include all programs within Alameda County.

The majority of the crossing guard programs within Alameda County are managed by the city police departments in partnership with the public works departments and school districts. The crossing guard program administered in the unincorporated areas of Alameda County is managed by the Alameda County Sheriff's Office in partnership with the Alameda County Public Works Agency. The managing agencies and their partners work together to identify and evaluate potential locations for the provision of crossing supervision. The local jurisdiction traffic engineers typically evaluate and prioritize these locations based on the MUTCD criteria presented in Table 1. The locations identified as the highest priority are staffed based on available funding.

While some cities with long-established crossing guard programs have continuously staffed the same locations, a select number of cities periodically evaluate existing locations and determine if these locations should continue to be prioritized for the provision of crossing guards. For example, the City of Livermore conducts a site evaluation every five years that ranks intersection locations based on both the MUTCD criteria and internally developed criteria that takes into account factors such as proximity to school and existing safety concerns. These intersections are then prioritized and only the intersections determined to be of the highest priority continue to be staffed.

Table 3: Summary of Alameda County Crossing Guard Programs (See updated table in Addendum)

Jurisdiction	Location Selection Criteria		Scope of Program				Operations			Funding	
Area Served Managing Agency	Guard Requests Submitted By	Location Prioritization	Staffed Crossing Locations	Total Employed Guards	Schools Served ⁽¹⁾	Total Schools in Jurisdiction (K-12)	Management	Average Daily Hours Worked (Hours / Guard)	Compensation (Hourly Wage)	Estimated Annual Program Costs ⁽²⁾	Source
Unincorporated Areas Alameda County Sheriff's Office	Public requests via Alameda County Public Works Agency Human Resources Department	Sites evaluated using MUTCD criteria	20	20	20	27	Internal	3.0	\$12.52 to \$13.04	Information not readily available ⁽³⁾	Alameda County General Funds
City of Alameda Alameda Police Department	Public requests submitted to the Police Department.	Sites evaluated using MUTCD criteria and supplemented by evaluation of existing walk to school patterns.	17	24	10 ES	21	Internal	4.0	\$9.11	\$168,000	City police department budget general fund
City of Albany Albany Police Department	Information not readily available ⁽³⁾	Sites evaluated using MUTCD criteria. Additional bi-weekly assessment of crossing guards. Upcoming program evaluation to prioritize site staffing in response to fiscal constraints.	5	6	3 ES	7	Internal	4.5	\$12.85 to \$15.00	Information not readily available ⁽³⁾	City budget general funds with supplement from UC Berkeley University Village Housing
City of Berkeley Berkeley Police Department	Guard locations were predetermined at the program's inception.	Sites evaluated using MUTCD criteria and supplemented with elements of the Berkeley Municipal Code and Police Regulation.	10	12	10 ES	21	Internal	3.5	\$22.11	\$200,000	City police department budget general fund
City of Dublin Dublin Police Department	Information not readily available ⁽³⁾		10	10 plus 2 Supervisors	7 ES 1 MS	10	Contract	4.0	\$16.76	\$123,000	Information not readily available ⁽³⁾
City of Emeryville	The City of Emeryville does not currently have a crossing guard program.					3	The City of Emeryville does not currently have a crossing guard program.				
City of Fremont Fremont Police Department	School District.	Sites evaluated using MUTCD criteria. Each school has an assigned police officer that regularly visit the school sites and assess crossing guard performance. Police sergeant also visits the school sites at least once a month.	19	19	15 ES 1 Jr. HS	46	Contract	3.7	\$15.39	\$175,000	City budget general funds with supplement from School District
City of Hayward Hayward Unified School District	School District	Sites evaluated using MUTCD criteria. Additional weekly assessment of crossing guards.	21	22	15	40	Internal	2.0	\$17.66 to \$19.50	PENDING RESPONSE FROM OUTREACH EFFORTS	

Table 3: Summary of Alameda County Crossing Guard Programs (See updated table in Addendum)

Jurisdiction	Location Selection Criteria		Scope of Program				Operations			Funding	
	Area Served Managing Agency	Guard Requests Submitted By	Location Prioritization	Staffed Crossing Locations	Total Employed Guards	Schools Served ⁽¹⁾	Total Schools in Jurisdiction (K-12)	Management	Average Daily Hours Worked (Hours / Guard)	Compensation (Hourly Wage)	Estimated Annual Program Costs ⁽²⁾
City of Livermore Livermore Police Department	Community input through school district and police department.	Sites evaluated using MUTCD criteria. Traffic unit reevaluates existing sites every five years.	15	15	1 PS 6 ES 3 MS 2 K-8 1 HS	19	Contract	3.0	\$15.99 to \$16.93	\$270,000 / first year and \$137,000 for each additional year	City police department budget general fund
City of Newark Newark Police Department	School District	Sites evaluated using MUTCD criteria. Existing sites reevaluated upon requests by police departments and community	7	7	7 ES	12	Contract	3.0	\$16.35	\$63,000	City budget general funds
City of Oakland Oakland Police Department	Community Input	Sites evaluated using MUTCD criteria. Locations prioritized based on identified traffic safety concerns	43	49	5 MS 38 ES	127	Internal	4	\$14.00 to \$18.00	\$200,000	City police department budget general fund
City of Piedmont Piedmont Police Department	School District	Sites evaluated using MUTCD criteria. Existing Sites evaluated when signing new contracts.	6	6	3 ES	6	Contract	Information not readily available ⁽³⁾		\$48,000	City budget general fund with supplement from School District.
City of Pleasanton	School district, police department, traffic engineering department, and community input.	Sites evaluated using MUTCD criteria. City collaborates with contractor to manage the sites and address any complaints.	21	21	20 ES 1 MS	17	Contract	4 to 6	\$16.87	\$351,000	City budget general funds
City of San Leandro San Leandro Police Department	School district	Crossing guards have been historically located at these school sites.	8	8	8	17	Contract	2	\$17.48	\$50,000	City police department budget general fund
Union City New Haven Unified School District	Information not provided ⁽⁴⁾					13	Information not provided ⁽⁴⁾				

Sources:

Information presented in this table was gathered both from interviews with representatives of the managing agencies identified above, as well as the sources listed in the references section of this document.

Notes:

PS= Pre-School, ES = Elementary School, MS = Middle School, K-8 = Kindergarten to Eighth Grade, Jr. HS = Junior High School, HS = High School

⁽¹⁾ The number of schools served is presented by school type where information was provided. Where unavailable the total number of schools served is presented as an assumption that each crossing guard serves one school.

⁽²⁾ Program costs are approximate and have been rounded to the nearest \$1,000.

⁽³⁾ The representative interviewed did not have information related to this aspect of the crossing guard program.

⁽⁴⁾ Several attempts were made to contact obtain this information from representatives of this jurisdiction.

Similar to the large-scale programs previously discussed, many of the programs within Alameda County have opted to contract the day-to-day management of their programs to private companies with expertise in the provision of crossing supervision. Many of Alameda County jurisdictions reported re-awarding their contracts to the same company over multiple contract cycles due to minimal responses to advertised contracting opportunities.

The City of Fremont has a contract with an external service provider but remains extensively involved in the management of the day-to-day elements of the program. This approach results from problems experienced in the past when crossing guards were provided through school-based volunteer safety programs. These programs did not adequately train the crossing guards, and the availability of guards was unreliable due to absenteeism from volunteer guards.

Other cities choose to internally manage the day-to-day operations of their programs. The City of Albany operates its own crossing guard programs with city-employed crossing guards. These programs recruit, train, and manage the crossing guards. City-managed programs generally require a full-time staff member to oversee all elements of the program.

Interviews with the program managers revealed that the existing programs have limited budgets which constrain the scope of their programs. Many of the programs are unable to staff all of the elementary schools within their cities. The city-run programs are typically funded through general funds within the city budget. Some cities have been forced to either suspend or scale back their programs due to budget deficits during the economic downturn. The City of Newark reinstated their suspended program during the 2011— 2012 school year. The program was reinstated at a diminished capacity with only 15 of the 20 sites included in the program.

Some programs have supplemented program funds with funds provided by the school districts. Other programs have secured partnerships with local stakeholders. The University of California Berkeley's (UC Berkeley) University Village Housing funds two of the crossing guards for the City of Albany's program. The University Village has a vested interest in the crossing guard program as the two locations they fund are within close proximity to University Village Housing and serve the children of UC Berkeley's graduate students that live within the village.

The program managers interviewed for this white paper reported the crossing guard programs as very popular with the community, with local crossing guards representing familiar faces to students and parents, thereby fostering a sense of community. The program has aided in the alleviation of parent's apprehension to allowing their children to walk to school on their own. The cities expressed desire to expand their programs but are currently unable to do so due to the limited availability of funding for additional locations.

Many of the programs administrators have numerous responsibilities outside of the crossing guard program and were not immediately available to respond to inquiries about the program. The limited availability of information from some of the jurisdictions is somewhat indicative of the challenges faced by the local programs.

Summary

This preliminary white paper is intended for informational purposes for the Alameda CTC Board of Commissioners. Alameda County has very different and distinct development patterns and travel characteristics of the four planning areas (North, Central, South, and East) of the county (as defined by the Alameda CTC and documented in the *Alameda Countywide Transportation Plan* [June, 2012]). These planning areas vary in demographics and landscape, and as such provide discrete challenges for students walking to and from school along local roadways. The jurisdictions school crossing guard programs currently serve those different travel behaviors and are designed to respond to the localized needs.

References

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