



Planning, Policy and Legislation Committee Meeting Agenda Monday, February 10, 2020, 10:30 a.m.

Committee Chair:	John Bauters, City of Emeryville	Executive Director:	Tess Lengyel
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, Richard Valle	Clerk of the Commission:	Vanessa Lee
Ex-Officio:	Pauline Cutter, John Bauters		

1. Call to Order/Pledge of Allegiance

2. Roll Call

3. Public Comment

4. Consent Calendar Page/Action

- | | | |
|---|---|---|
| 4.1. Approve January 13, 2020 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 | 5 | I |

5. Regular Matters

- | | | |
|--|----|-----|
| 5.1. Receive an Update from the Metropolitan Transportation Commission/Bay Area Toll Authority on Analysis of a Bus Improvements to and over the San Francisco-Oakland Bay Bridge | 7 | I |
| 5.2. Alameda County Safe Routes to Schools Program Update and Approve Contract Amendments | 9 | A |
| 5.3. Affordable Student Transit Pass Program (STPP) Three-Year Evaluation and Phase 1 implementation update, and authorize the Executive Director to Execute Amendment No. 2 Professional Services Agreement | 35 | A |
| 5.4. Federal, state, regional, and local legislative activities update | 69 | A/I |

6. Committee Member Reports

7. Staff Reports

8. Adjournment

Next Meeting: Monday, March 9, 2020

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 for February and March 2020

Commission Chair

Mayor Pauline Russo Cutter,
City of San Leandro

Commission Vice Chair

Councilmember John Bauters,
City of Emeryville

AC Transit

Board Vice President Elsa Ortiz

Alameda County

Supervisor Scott Haggerty, District 1
Supervisor Richard Valle, District 2
Supervisor Wilma Chan, District 3
Supervisor Nate Miley, District 4
Supervisor Keith Carson, District 5

BART

Vice President Rebecca Saltzman

City of Alameda

Mayor Marilyn Ezzy Ashcraft

City of Albany

Mayor Nick Pilch

City of Berkeley

Mayor Jesse Arreguin

City of Dublin

Mayor David Haubert

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 Sheng Thao

City of Piedmont

Mayor Robert McBain

City of Pleasanton

Mayor Jerry Thorne

City of Union City

Mayor Carol Dutra-Vernaci

Executive Director

Tess Lengyel

Commission and Committee Meetings

Time	Description	Date
2:00 p.m.	Alameda CTC Commission Meeting	February 27, 2020 March 26, 2020
9:00 a.m.	Finance and Administration Committee (FAC)	March 9, 2020
9:30 a.m.	I-680 Sunol Smart Carpool Lane Joint Powers Authority (I-680 JPA)	
10:00 a.m.	I-580 Express Lane Policy Committee (I-580 PC)	
10:30 a.m.	Planning, Policy and Legislation Committee (PPLC)	
12:15 p.m.	Programs and Projects Committee (PPC)	

Advisory Committee Meetings

5:30 p.m.	Bicycle and Pedestrian Advisory Committee (BPAC)	February 13, 2020
1:30 p.m.	Joint Paratransit Advisory and Planning Committee (PAPCO) and Paratransit Technical Advisory Committee (ParaTAC)	February 24, 2020
1:30 p.m.	Alameda County Technical Advisory Committee (ACTAC)	March 5, 2020
5:30 p.m.	Independent Watchdog Committee (IWC)	March 9, 2020
9:30 a.m.	Paratransit Technical Advisory Committee (ParaTAC)	March 10, 2020
1:30 p.m.	Paratransit Advisory and Planning Committee (PAPCO)	March 23, 2020

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). Meetings subject to change.

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Planning, Policy and Legislation Committee
Meeting Minutes
Monday, January 13, 2020, 10:30

4.1

1111 Broadway, Suite 800, Oakland, CA 94607

• 510.208.7400

• 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 Arreguin and Commissioner Carson arrived during Item 5.1.

3. Public Comment

There were no public comments.

4. Consent Calendar

4.1. Approval of the October 14, 2019 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

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

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

5. Regular Matters

5.1. Congestion Management Program 2019 Multimodal Performance Report Update

Carolyn Clevenger informed the committee that agenda items 5.1 and 5.2 would be presented together. Chris Marks started the presentation by providing updates on countywide trends and noting that annually, Alameda CTC prepares a summary of the state of the transportation system within Alameda County, tracking a series of key performance metrics for the countywide multimodal transportation system. Mr. Marks noted that performance measures reported include overall commuting patterns, travel demand factors, roadway, transit, biking and walking performance, and goods movement. The measures are designed to be aligned with the goals of the Countywide Transportation Plan (CTP) and the Congestion Management Program (CMP). The performance report, together with the Alameda CTC's other transportation system monitoring efforts, are critical for assessing the success of past transportation investments and highlighting transportation system needs.

Commissioner Haggerty asked which mode of transportation has the highest multimodal commute trips. Mr. Marks stated that transit, and primarily BART and AC Transit, had the highest number of commute trips.

Commissioner Ortiz asked if the 40-percent of residents who are housing burdened are renters or owners. Mr. Marks stated that the data presented captures renters only.

Commissioner Ortiz asked will Alameda CTC do a needs assessment for paratransit. Ms. Lengyel stated that a needs assessment was done in 2017 for paratransit and a needs assessment for all other modes by planning area is underway.

Commissioner Kaplan asked if there is there a way to distinguish distance traveled between commutes. Mr. Marks stated that the data captures travel time but not explicitly travel distance.

This was an information item only.

5.2. 2020 Countywide Transportation Plan: Needs Assessment Part 1

Kristen Villanueva stated that this item is to provide the Commission with an update on the first part of a needs assessment conducted of the Alameda County transportation system for the 2020 Countywide Transportation Plan (CTP). Ms. Villanueva stated that Part 1 of the Need Assessment is focused on Active Transportation and Freeways. She noted that the strategies have been compiled based on a review of recent county plans and in alignment with the four goals adopted by the Commission. Staff plans to share the needs assessment and accompanying strategies for Transit, Goods Movement, and Arterials at the March meeting of the Planning, Policy and Legislation Committee and release the final Needs Assessment document in May 2020.

A public comment was made on this item by Dave Campbell requested that data on non-commute trips be added into the plan. Ms. Clevenger said that additional data sources can be incorporated into the assessment and she noted that the commute map shows LOS data, which involves both commute and non-commute trips. Ms. Clevenger also stated that transit ridership, collision data and goods movement data capture both commute and non-commute trips.

Several Commissioners had comments on this item. A summary of these comments includes:

Commissioner Bauters requested staff to bring back non-commute data information specific to bicycle and pedestrian. Ms. Clevenger stated that staff would include that information in future presentations.

Commissioner Cutter asked if the planning area population is the same in each area. She also requested information on the age of the population in Alameda County across the planning areas. Ms. Lengyel stated that staff would bring this information back to the Commission.

Commissioner Kaplan asked if legislation is needed to extend the bus lanes on I-80, I-580 and the Bay Bridge. Ms. Lengyel stated that there is no legislation needed for I-580; however, there is discussion on if legislation is needed to create a transit-only lane across the Bridge. Alameda CTC is working with the Metropolitan Transportation Commission (MTC) and AC Transit on transit priorities to relieve congestion on the bridge.

Commissioner Kaplan asked staff to add data on Transportation Network Companies (TNC) to the presentation, consider carpool matching and incentives and senior housing around the transit system, make truck corridors as part of freight to align truck corridors in the county and add smaller, significant projects with funding options to the assessment.

Commissioner Kaplan asked staff about the implementation of Regional Measure 3 (RM3) funding. Ms. Lengyel stated that two law suits were filed and there is not a known deadline for when those will be resolved. She noted that MTC recently adopted a policy authorizing specifically named projects in RM3 to request a letter of no prejudice.

Commissioner Haggerty wanted to ensure that there was communication and coordination between counties for the CTP. Ms. Lengyel stated that county CTP's and the Regional Transportation Plan are on different schedules and noted that there is discussion at the state level to sync up the scheduling of the different plans. Alameda CTC recently met with Contra Costa County Transportation Authority, MTC, Solano Transportation Authority and Santa Clara Valley Transportation Authority to coordinate on the I-680 corridor, and noted that while the plans are not in sync, transportation agencies are coordinating internally to look at major corridors in the region.

Commissioner Ortiz asked what does it mean when the presentation states there are gaps near high capacity transit. Ms. Villanueva said this is an issue for active transportation and part of the strategy is to make sure that high-quality biking and walking facilities are addressed.

This was an information item only.

5.3. Federal, state, regional, and local legislative activities update and approve the 2020 Alameda CTC Legislative Program

Tess Lengyel provided an update on federal, state, regional, and local legislative activities and recommended that the Commission approve the 2020 legislative program.

Commissioner Kaplan requested to explicitly add cash for clunkers for trucks to the legislative program, add language addressing placards abuse, and she requested that the Commission write a letter to request that the California Public Utilities Commission (CPUC) provide trip data for TNC's.

Commissioner Halliday requested information on automated speed enforcement be presented at a future PPLC meeting.

Commissioner Bauters requested adding a bus lane across the Bay Bridge and all approaching freeways to the legislative program. Ms. Lengyel noted that Alameda CTC would invite MTC to a future Committee meeting to present their technical analysis on opportunities for expanding transit service on the bridge.

Commissioner Kaplan moved to approve the 2020 Alameda CTC Legislative Program with suggested amendments including Alameda CTC sending a letter to CPUC regarding receiving TNC trip data, bus lanes across the Bay bridge and approaching freeways, invite MTC staff to come and present their technical analysis on express bus lanes across on the bridge, initiating conversation on how to fund cash for clunkers for trucks and request the Air District to provide information on the cash for clunkers for trucks program, and to bring a future presentation on automated speed enforcement. Commissioner Bauters seconded the motion.

The motion passed with the following votes:

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

6. Committee Member Reports

There were no member reports.

7. Staff Reports

Ms. Lengyel reminded the Commissioners that the Commission meeting is scheduled for January 30, 2020.

8. Adjournment/ Next Meeting

The next meeting is:

Date/Time: February 10, 2020 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: February 3, 2020

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 updates the Commission with a 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. 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 the potential impact of proposed land development on the regional transportation system.

Alameda CTC has not reviewed any environmental documents since the last update on January 13, 2020.

Fiscal Impact: There is no fiscal impact. This is an information item only.

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Memorandum

5.1

1111 Broadway, Suite 800, Oakland, CA 94607

• 510.208.7400

• www.AlamedaCTC.org

DATE: February 3, 2020

TO: Alameda County Transportation Commission

FROM: Carolyn Clevenger, Deputy Executive Director of Planning and Policy

SUBJECT: Receive an Update from the Metropolitan Transportation Commission/Bay Area Toll Authority on Analysis of a Bus Improvements to and over the San Francisco-Oakland Bay Bridge

Recommendation

Receive an Update from the Metropolitan Transportation Commission/Bay Area Toll Authority (MTC/BATA) on analysis of potential bus transit improvements to and over the San Francisco-Oakland Bay Bridge.

Summary

At the Commission's January 2020 meeting, the Commission discussed adding specific language to the 2020 Legislative Program advocating for a bus lane on the Bay Bridge. Assemblymember Rob Bonta has introduced a spot bill with the intention of exploring the potential to advance legislation for a bus lane on the Bay Bridge. At the January meeting, the Commission noted its support for transit improvements on the Bay Bridge corridor and requested additional information regarding specific analysis of a potential bus lane on the Bay Bridge and other transit priority improvements to the bridge corridor.

Alameda CTC has actively coordinated with partner agencies to facilitate a dialogue on this important issue. This has included discussions and meetings at a staff and Alameda CTC Commissioner-level with MTC/BATA, AC Transit, BART, Caltrans, and the cities of Oakland and Emeryville, where the Bay Bridge touches down in Alameda County, as well as Alameda CTC's counterpart in San Francisco, the San Francisco County Transportation Authority. MTC/BATA staff will present the results of initial analysis recently conducted.

Fiscal Impact: There is no fiscal impact. This is an information item only.

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Memorandum

5.2

1111 Broadway, Suite 800, Oakland, CA 94607

• 510.208.7400

• www.AlamedaCTC.org

DATE: February 3, 2020

TO: Planning, Policy and Legislation Committee

FROM: Leslie Lara-Enríquez, Senior Program Analyst

SUBJECT: Alameda County Safe Routes to Schools Program Update and Approve Contract Amendments

Recommendation

Receive an update on the Alameda County Safe Routes to Schools (SR2S) Program and approve and authorize the Executive Director to execute amendments to the three professional services agreements, as follows:

1. Amendment No. 3 to Agreement No. A17-0075 with Alta Planning + Design, Inc. for an additional \$1,219,125 for a total not-to-exceed amount of \$4,156,388 for Direct Student Safety Training services and a one-year time extension through June 30, 2021;
2. Amendment No. 4 to Agreement No. A17-0076 with Alta Planning + Design, Inc. for an additional \$508,492 for a total not-to-exceed amount of \$1,266,727 for School Site Assessments, Data Collection and Analysis and Program Evaluation services and a one-year time extension through June 30, 2021; and
3. Amendment No. 4 to Agreement No. A17-0077 with Toole Design Group, LLC, for an additional \$1,310,363 for a total not-to-exceed amount of \$4,528,751 for Education and Outreach services and a one-year time extension through June 30, 2021.

Summary

The Alameda County Safe Routes to Schools (SR2S) Program promotes safe active and shared transportation choices as fun and easy options for parents and students to travel to and from school. The program offers direct support and various program elements to public elementary, middle, and high schools in Alameda County, and it fosters partnerships and collaborates with school communities across the county to promote active (walking and rolling) and shared (carpooling and transit) transportation options while emphasizing and teaching safety.

In early 2017, the Commission adopted a new policy and program framework for the SR2S Program, with the goals of 1) re-balancing the program to increase the focus on program

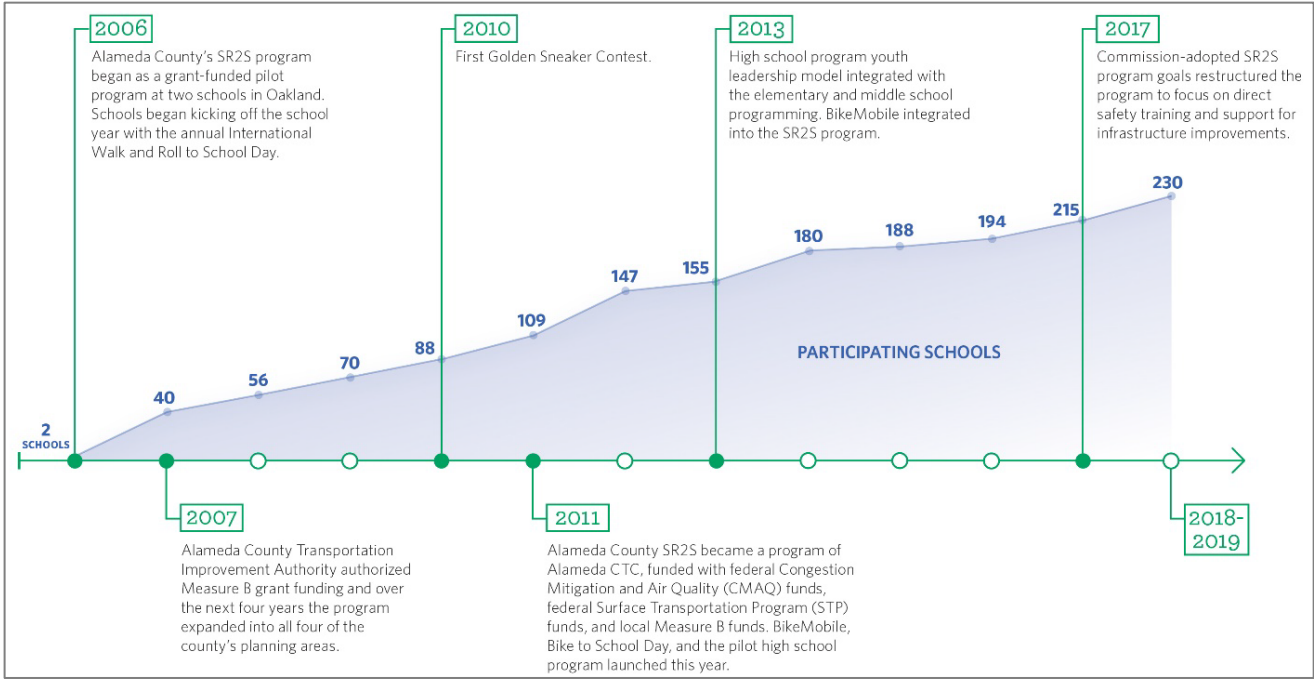
elements that influence and sustain behavior change, and 2) renewing the focus on safety via infrastructure improvements. The program framework led to the Commission's adoption of new program implementation goals, among which was a prioritization of evaluation efforts at the school level to ensure that the program strives for continuous improvement and actively monitors program impact. This memorandum summarizes the key findings and recommendations from the first comprehensive program evaluation, in addition to providing an update on program delivery for the 2018-19 school year. A table listing the Commission-adopted goals and describing the work completed toward each goal is included as Attachment A.

Program Background

The Alameda County SR2S Program was established in 2006 through a local grant-funded pilot program. The following year, the Alameda County Transportation Improvement Authority (ACTIA) authorized \$1.3 million in Measure B funds to continue the program. The program is now administered and managed by the Alameda County Transportation Commission (Alameda CTC) and is funded through a combination of federal, state and local funds.

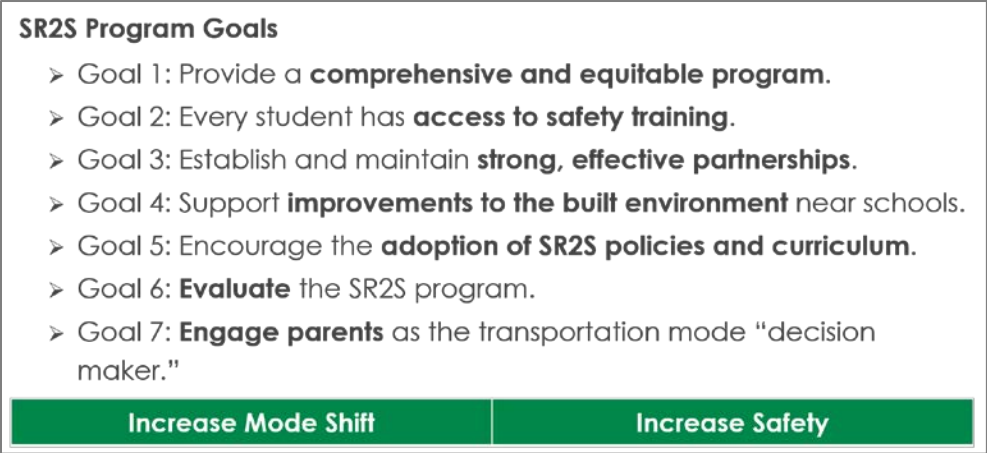
The program has changed and grown significantly over time (see Figure 1). Initially, resources focused on developing program elements while encouraging walking and rolling to school through three major encouragement events (International Walk and Roll to School Day, the Golden Sneaker Contest, and Bike to School Day) held throughout the school year. As the program grew, additional innovative program elements were introduced; however, program resources continued to focus on encouragement events.

FIGURE 1. ALAMEDA COUNTY SR2S PROGRAM GROWTH AND MAJOR MILESTONES



In 2016, staff assessed the long-term viability and structure of the program. The findings from this assessment showed that rather than focusing on encouragement events, the program needed to be re-balanced among the Six E's framework of Safe Routes to School (Education, Encouragement, Engineering, Enforcement, Evaluation, and Equity) in order to ensure program success and sustainability. As a result, the Commission adopted a new policy and program framework in early 2017, which led to the Commission's adoption of new program implementation goals (see Figure 2). Goal 6 is a prioritization of evaluation efforts at the school level to ensure that the program strives for continuous improvement and actively monitors program impact.

FIGURE 2. SR2S PROGRAM IMPLEMENTATION GOALS AND DESIRED PROGRAM OUTCOMES



Over the course of the last two school years, the program team worked to conduct the comprehensive program evaluation. The 2019 Evaluation Report is the first effort to conduct a comprehensive evaluation of the Alameda County SR2S Program and will be updated every two years. The biennial program evaluation is intended to guide Alameda CTC staff and the SR2S consultant team in:

1. Identifying efficiencies and the most successful program elements for different contexts, and
2. Identifying more or less successful program elements and recommending future improvements.

The report includes a robust analysis of the SR2S Program's growth, impact, and plans for the future—with the goal of continuously improving program elements and program effectiveness, and allocating resources most effectively and efficiently.

2018-19 School Year Program Delivery Achievements

The 2018-19 school year was the program's thirteenth year of promoting active and shared transportation choices to students and families. The program grew by approximately 7 percent from the previous year for a total of 230 schools now enrolled in the program. Of those, 165 are elementary schools, 40 are middle schools, and 25 are high schools.

The program delivered nearly 2,000 individual activities and events—reaching over 97,000 students with in-school, hands-on training and hosting over 1,000 individual ongoing events throughout the county. These numbers exclude the program's reach at community events and events held off school grounds because participation is more difficult to track.

Additional successes from the 2018-2019 school year include:

- Almost 50 percent of schools participated in 1–5 events/activities and almost a quarter of the schools held between 6–10 events/activities
- 16 schools participated in more than 21 events/activities
- 215 SR2S Champions helped implement the program
- 137 schools participated in International Walk and Roll to School Day, with approximately 71 percent of students reported arriving via active or shared modes
- 89 schools participated in the Golden Sneaker Contest, and for the first time in program history a high school (San Leandro High) was awarded the Platinum Sneaker Award
- 106 schools participated in Bike to School Day and nearly 4,700 students reported arriving at school on their bike, scooter or skateboard
- 351 individual ongoing events were held throughout the county
- 28 students from 6 different high schools participated in the Youth Task Force
- 19 school safety assessments were completed in partnership with local jurisdictions

In addition, the rail safety education program—ACT Safely—was implemented thanks to a grant from the California Office of Traffic Safety. The program delivered rail safety education to over 2,800 students at 25 schools in central Alameda County. Furthermore, over 3,700 families and community members throughout Alameda County received rail safety education and information at parent meetings, community meetings and community events. For complete details on the implementation of the ACT Safely program see Attachment D.

Lastly, Alameda CTC was awarded a \$3.7 million regional Active Transportation Program (ATP) grant to provide a comprehensive active transportation program at 70 under-resourced schools in Alameda County that have never participated in the SR2S or similar programs. Alameda CTC is actively working to roll out the ATP-funded program elements.

The final 2018-2019 Year-End Report is available at alamedacountysr2s.org/our-program/reports-and-resources/year-end-reports.

Alameda County Safe Routes to Schools 2019 Program Evaluation

As noted above, one of the goals adopted by the Commission in 2017 called for continuous evaluation of the SR2S program in order to ensure that it is context-sensitive and allows the program to adjust. As part of this work, staff developed an Evaluation Framework to guide the evaluation process and determined that a two-year data collection period would result in a more cost-effective and robust analysis.

At the same time, staff developed the various survey instruments and data collection methods that would inform the evaluation analysis. All survey instruments were developed specifically for the Alameda County SR2S Program, with the exception of the student travel tallies, which were based on the National Center for Safe Routes to Schools' student travel hand tally process. The evaluation report considered quantitative and qualitative data from the survey instruments, focus groups, school safety assessments, and general feedback from stakeholders.

Key Findings

The following themes emerged as the top findings from the overall program analysis:

- Administrators, SR2S Champions, local jurisdiction staff, parents, and students value the SR2S Program almost unanimously and see it as an asset for their schools.
- Driver behavior and a lack of safe walking and bicycling facilities near schools are major barriers to families using active modes.
- Other issues beyond transportation affect the commute choice. The Alameda County SR2S Program could help address other barriers to walking, rolling and shared travel by building partnerships.
- A one-size-fits-all approach may result in under-participation by under-resourced schools and/or a mismatch of program resources.

In addition to the overall program analysis, the evaluation team also dug deeper into four focus areas: mode, safety, program elements and participation. The mode analysis revealed that, on average, 31 percent of students at enrolled schools use active transportation options, while 13 percent use shared modes. In addition, 57 percent of families living within a quarter mile of their school currently use active modes. For the schools where longitudinal data was available, the analysis found that schools that have participated in the program over the last five years have increased use of active modes by three percent; increased shared mode use by four percent; and decreased driving alone by three percent.

In terms of safety, driver behavior—specifically, speeding—near schools emerged as the top concern keeping families from walking or rolling to school. Additionally, the absence of safe walking and biking infrastructure is a barrier keeping some students from using active modes to get to school, and crime and personal safety concerns were identified as significant barriers for students walking and biking to school. The analysis also found that a significant proportion of parents/caregivers of elementary and middle school students report having concerns about letting their child walk, roll, or take transit, even with a trusted adult.

Related to participation and program elements, the analysis found that all areas of the county are served by the program, although some discrepancies in active program participation still exist. Also, the majority of schools enrolled in the program (85 percent) are active participants, meaning that they participate in at least one activity or event per year. The analysis also found that active SR2S Champions and supportive school administrators are essential to program success and program element implementation;

however, Champion and school staff availability and turnover are major ongoing challenges. In addition, lack of parent support or interest emerged as the key barrier for organizing and implementing SR2S program elements in schools. Individual program element effectiveness was difficult to glean based on the current evaluation methodology and will require a revised evaluation strategy to accurately gauge effectiveness. The full Alameda County Safe Routes to Schools 2019 Program Evaluation Report and appendices are available at alamedacountysr2s.org/our-services/plan-an-event/evaluation.

Access Safe Routes Pilot Program Evaluation

During the 2017–18 school year, program staff launched the two-year Access Safe Routes Pilot Program, which aimed to increase program participation in historically under-resourced schools. The pilot provided highly-tailored, face-to-face support to participating schools in order to identify and address the barriers to increased use of active and shared modes. At the same time, site coordinators worked with the schools to build internal leadership that would result in a more sustainable program in the long term. Program staff also tested strategies to understand and address the needs of under-resourced schools in order to help these, and other under-resourced schools, successfully implement a SR2S program.

The pilot evaluation found that the Access Safe Routes Pilot Program implementation model successfully enabled under-resourced schools to participate in the Alameda County SR2S Program in higher proportions. For example, Access schools participated in SR2S program elements at a higher rate than non-Access schools, suggesting that the additional support offered through the Access Safe Routes Pilot Program stimulated increased participation. Additionally, during the program evaluation process, several Champions noted the importance of focused staff time and support from the SR2S program in their ability to offer program elements and engage with their schools.

Additional findings from the pilot evaluation include:

- Turnover of Champions and school administrators can disrupt awareness of and support for the SR2S program, impeding schools from participating in events/activities from year to year
- Constrained resources and funding limitations at the schools impact the ability of under-resourced schools to participate in the SR2S Program
- In-person engagement was more effective, producing better and more responsive relationships
- Infrastructure improvements were identified as an important step in increasing walking and biking to school

The findings from the Access Safe Routes Pilot Program evaluation helped inform the recommendations to the overall program as outlined below. The ATP grant funding secured by Alameda CTC in 2019 is specifically focused on expanding the Access Safe Routes Program. The complete Access Safe Routes Pilot Program report is included as an

appendix to the 2019 Evaluation Report available at alamedacountysr2s.org/our-services/plan-an-event/evaluation.

Next Steps

Based on lessons learned during this evaluation period, the evaluation team proposed the following recommendations to be considered for future program implementation. The timeframe for the recommendations considers activities that were already in progress (short-term) or that are achievable with existing resources and work plans (medium-term). Long-term recommendations may require additional resources.

Short-Term Recommendations (2019–20 School Year)

1. Continue focusing resources on direct student safety training, school safety assessments that identify infrastructure improvements near schools, and ongoing events that sustain behavior change.
2. Dedicate resources to address driver behavior near schools through development of new program elements or strategies, such as targeted age- and culturally-appropriate outreach campaigns and messaging, and/or coordinated enforcement efforts.
3. Dedicate resources to understand the barriers to participation for inactive schools already enrolled in the program and identify solutions to reduce those barriers.
4. Prioritize engaging parents as the transportation decision-makers to address parents' attitudes toward and concerns about walking, rolling, and transit use.
5. Track local investments in infrastructure near schools, particularly projects that were identified in the school safety assessments to better evaluate the impact of the assessments.

Medium-Term Recommendations (2020–21 School Year)

1. Increase targeted face-to-face outreach to schools in under-represented areas of the county, especially at districts with program enrollment below the countywide average.
2. Provide more tailored messaging to Champions and school administrators about the benefits of the SR2S Program and individual program elements.
3. Advocate for funding for infrastructure improvements near schools that reduce driving speeds (traffic calming) and provide separation between people walking, rolling, and driving.
4. Explore, develop and pilot program elements that could address the non-transportation barriers that impact families' transportation decisions, including building partnerships with other agencies/organizations around the county that work to address these barriers.

Long-Term Recommendations

1. Research best practices and develop strategies to identify high-reach, low-cost program elements that are most likely to sustain travel behavior change, such as an anti-speeding campaigns near schools.

2. Give priority to program offerings that are most effective at sustaining behavior change and impacting safety.
3. Identify opportunities to increase targeted face-to-face support for Champions and school administrators to facilitate their organizing and publicizing of SR2S events and activities.
4. Work with local jurisdiction partners to prioritize traffic calming and complete streets near schools.

Professional Services Contract Amendments

The SR2S Program is administered via three contracts, with close program management by Alameda CTC. The proposed contract amendments detailed in the recommendation extend all three contracts to add one additional year of program delivery to each contract, and the funding necessary to continue providing the SR2S program at levels consistent with those of the last two years, with the addition of the ATP Access Safe Routes Program expansion. These contracts were adopted after a competitive bid process and these extensions are within the five-year eligible contract time extension prior to a new procurement process.

Levine Act Statement: Alta Planning + Design, Inc. and its subconsultants and Toole Design Group, LLC, and its subconsultants did not report any conflicts in accordance with the Levine Act.

Fiscal Impact

The fiscal impact for approving this item is \$3,037,980, which was included in the budget adopted for FY2020-21.

Attachments:

- A. Alameda County SR2S Program Goals and Accomplishments to Date
- B. [Alameda County Safe Routes to Schools 2018-19 Year-End Report](#)
- C. [Alameda County Safe Routes to Schools 2019 Program Evaluation](#)
- D. California Office of Traffic Safety Pedestrian and Bicycle Safety Program Grant Final Report
- E. [School and District Snapshots](#)

Alameda County SR2S Program Goals and Accomplishments to Date

Adopted by the Alameda CTC Commission in January 2017, the following desired program outcomes guide the Alameda County Safe Routes to Schools (SR2S) Program:

- » **Mode shift:** Increase use of active and shared transportation modes (rolling, walking, taking transit, and carpooling) to access schools and promote these as viable, everyday transportation options, and
- » **Safety:** Increase safe pedestrian and bicycling behaviors, decrease incidence of collisions, and increase student and parent confidence in safe walking, bicycling and/or transit riding abilities.

The Commission also adopted seven goals to guide program implementation. The table below highlights how the SR2S Program has been working to meet the Commission-adopted goals.

ALAMEDA COUNTY SR2S PROGRAM GOALS AND ACCOMPLISHMENTS

Goal	Summary of Work Towards Goal
1. Provide a comprehensive, equitable program in a fiscally responsible manner.	<ul style="list-style-type: none"> • Implemented an online Schools Database that allows for improved tracking of activities at schools and more effective coordination among the SR2S team. • Launched the Access Safe Routes Pilot Program to encourage greater participation by under-resourced schools. • Implemented scheduling guidelines for all program elements to ensure effective and geographically equitable distribution of resources. • Re-balanced the program among the Six E's to ensure delivery of a comprehensive program that increased focus on safety and elements that sustain behavior change.
2. Develop a core program where every student has access to age-appropriate bicycle and pedestrian safety training.	<ul style="list-style-type: none"> • Developed School Activity Plans in an effort to support schools in strategically planning their SR2S efforts. • Launched new program elements to increase access to age-appropriate programming, including ACT Safely (the rail safety program element), Travel Training, and Drive Your Bike 102. • Launched the Access Safe Routes Pilot Program to understand how to build sustainable programs and deepen our understanding of effective methods and strategies to implement SR2S programming at under-resourced schools.

Goal	Summary of Work Towards Goal
3. Establish and maintain strong, effective partnerships to foster program sustainability.	<ul style="list-style-type: none"> • Cultivated a robust network of school-based Champions (parent volunteers and school staff) who support program implementation at the school level. • Supported eight local SR2S Task Forces to increase coordination and support effective program implementation at the school level. • Convened local partner meetings to identify opportunities for coordination and to leverage existing resources. • Fostered partnerships with various relevant groups throughout the county, including the Alameda County SafeKids Coalition, the Child Injury Prevention Network – Bay Area, the Union City Family Center, the Eden Area Traffic Safety Committee, the Livable Streets Bucket in Ashland, and the Southern Alameda County Spare the Air Resource Team, to tap into existing structures and expand the impact of the program, and cross-leverage resources.
4. Support improvements to the built environment near schools to improve access and increase safety.	<ul style="list-style-type: none"> • Convened local jurisdiction staff to identify their needs in the SSA process and produce SSA reports that respond to those needs in order to increase the likelihood of implementation. • Strengthened partnerships and coordination with local jurisdiction staff to conduct and participate in SSAs, thereby increasing the likelihood of implementation of the improvement recommendations. • Enhanced the SSA process to include more robust data collection to support grant applications with the goal of implementing SSA recommendations. • Developed an SSA Toolkit in response to local jurisdictions staff's needs in order to increase the likelihood of implementation.
5. Encourage adoption of Safe Routes to Schools policies and curriculum within schools.	<ul style="list-style-type: none"> • Conducted research to identify best practices and model programs from across the region and the country. • Inventoried existing SR2S-supportive policies at the city and school district level throughout Alameda County.

Goal	Summary of Work Towards Goal
<p>6. Evaluate the SR2S Program at the school level so that it is context-sensitive and allows the program to adjust.</p>	<ul style="list-style-type: none"> • The 2019 Program Evaluation Report kicks off the first in an ongoing series of biennial comprehensive program evaluations. • The SR2S Program surveys students, parents, school administrators, SR2S Champions, and education activity participants to gauge program effectiveness and better understand school-level challenges and successes. • The 2019 Program Evaluation Report makes specific recommendations related to program participation, program elements, mode shift, and safety findings.
<p>7. Engage parents as transportation “decision makers.”</p>	<ul style="list-style-type: none"> • Developed a new and more strategic and comprehensive Communications Plan, which outlines the most effective communication tools to reach different audiences, with a particular focus on how to reach parents and the best messages to resonate with parents.

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Always look and listen for trains

Cross only at designated railroad crossings

Take your time – never race the train to the crossing or travel along the tracks

California Office of Traffic Safety

PEDESTRIAN AND BICYCLE SAFETY PROGRAM

GRANT

Final Report

PREPARED BY THE ALAMEDA COUNTY SAFE ROUTES TO SCHOOLS PROGRAM

OCTOBER 2019



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SECTION 1. INTRODUCTION

The Alameda County Safe Routes to Schools (SR2S) Program implemented a brand new program element—called ACT Safely—that delivers much-needed pedestrian and bike safety education curriculum with a focus on safety near railroad tracks funded by a grant from the California Office of Traffic Safety (OTS). The duration of the grant was October 1, 2018 to September 30, 2019, and was completed by a project team consisting of the Alameda County Safe Routes to Schools program manager and consultant staff.

The purpose of the program is to provide rail safety education to elementary, middle, and high school students who attend schools in Alameda County located within one mile of railroad tracks. In addition, the program aimed to engage the general community through presentations and educational programming to senior citizens (or “older adults”), adults, parents, teachers, and community members. The program was implemented through the following efforts:

- Developing an educational campaign that included a website, educational materials, and a National Rail Safety Week campaign
- Providing pedestrian and bicyclist rail safety presentations to students
- Providing pedestrian safety presentations to adults with a focus on parent groups and PTAs, as well as older adults
- Incorporating rail safety education into SR2S Task Force meetings
- Tabling at community events to share rail safety information and educational materials
- Distributing safety equipment, including bicycle helmets and lights

This report summarizes the efforts and accomplishments over the course of the one-year grant, as well as successes and challenges. Detailed information about specific events can be found in the quarterly reports submitted to OTS throughout the grant period.



SECTION 2. RAIL SAFETY PROGRAM DEVELOPMENT

Since this was the first time the Alameda County SR2S Program integrated rail safety into the SR2S Program, new materials had to be developed to communicate and share information about:

- The rail safety program
- How interested schools and community members could schedule events
- What actions students, families, and/or community members could take to improve safety around railroad tracks and trains

To implement the program, the project team developed a program brand and website, created a suite of educational materials, and conducted a media educational campaign during National Rail Safety Week in September 2019. Rail safety messaging was also integrated into other SR2S educational efforts and events throughout the year. The following sections describe each effort in more depth.

ACT SAFELY BRANDING

To begin this effort, the team developed the ACT Safely brand for the rail safety educational program, which included creating a logo and consistent messaging. The logo (Figure 1) and messaging focused on communicating three actions that individuals should take around tracks and trains:

- Always look and listen for trains
- Cross only at designated railroad crossings
- Take your time — never race the train to the crossing or travel along the tracks.



Figure 1. ACT Safely logo

The team created branding guidelines for the ACT Safely program to ensure consistency among materials and offer guidance to internal and external stakeholders about how and when to use logos, sponsorship language, and colors.

ACT SAFELY WEBSITE

In August 2019, the rail safety website launched as a sub-site (alamedacountysr2s.org/rail-safety) on the Alameda County SR2S Program website. It is a one-stop shop for all information about the program element, offering opportunities to schedule educational presentations, learn more about rail safety and rail service in Alameda County, view or print resources, and/or obtain rail emergency information.

EDUCATIONAL MATERIALS

Printable rail safety materials were created in coordination with Operation Lifesaver (OLI)¹ to support the ACT Safely program element. These materials are posted on the rail safety website and printed copies were available at presentations and events. These materials can be found online at alamedacountysr2s.org/rail-safety/act-safely-resources and include:

1. **ACT Safely: The Facts.** This brochure provides an overview of safe behaviors around tracks and trains for people walking, biking, and driving. It also provides program and emergency contact information.

2. **ACT Safely: Guide for Parents.** This flyer focuses on how parents should set a safe example for children around tracks and trains (see Figure 2).

3. **Soccer Field Poster.** OLI had previously created a poster about how many football fields it takes for a train to stop. This poster built upon this theme by using soccer fields to better tailor the messaging for students and families in Alameda County.

4. **Do You ACT Safely?** This poster was targeted for middle school students and uses a railroad track and train image to show proper crossing behavior.

5. **What's Not Safe?** This activity sheet was adapted from Operation Lifesaver's materials and designed for elementary school students.

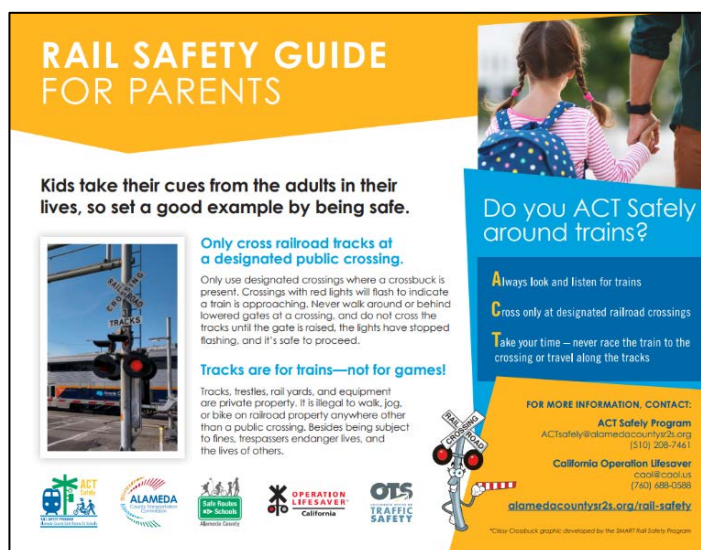


Figure 2. Rail safety flyer

¹ Operation Lifesaver is the only nationally-recognized rail safety education organization authorized to develop rail safety educational curriculum by federal transportation administrations (FHWA, FTA, FRA). More information on Operation Lifesaver can be found at oli.org.

RAIL SAFETY WEEK MEDIA EDUCATIONAL CAMPAIGN

The Alameda County SR2S Program participated in National Rail Safety Week from September 22-28, 2019. The program sent out a media press release announcing the event and publicized the ACT Safely program through social media educational campaigns on both Twitter and Facebook.

In addition, schools were provided with sample newsletter text and materials to promote the event through their school newsletters and communications channels.



Figure 3. Rail Safety Week social media post on Twitter



SECTION 3. PRESENTATIONS AND EVENTS

A large portion of grant funds focused on teaching pedestrian and bicycling safety near railroad tracks to students and community members through presentations in schools, at community events, and in parent-focused forums. These presentations were led and facilitated by the Alameda County SR2S site coordinators, who completed the certification process and became Operation Lifesaver Authorized Volunteers (OLAVs). This certification involved completing an Authorized Volunteer E-learning (AVE) online training module and an eight-hour classroom training delivered by staff from California Operation Lifesaver (CAOL).

The OTS grant had set objectives for the number and types of presentations to be conducted, events to be attended, and materials to be distributed. Table 1 shows a summary breakdown of these requirements as well as what was completed over the course of the grant. More detail on each objective is described in the following sections.

Table 1. Summary and completion of OTS grant objectives

Objectives	Target	Total Completed	Achieved Target Goal
Conduct safety presentations (students)	25	25	Yes
Conduct safety presentations (adults and seniors)	25	23	Almost
Participate in community events	9	10	Yes
Participate in Safe Routes to School coalition meetings	4	4	Yes
Participate in educational safety campaigns	3	3	Yes
Distribute pedestrian safety equipment	N/A	500	Yes
Distribute bicycle safety equipment	N/A	387	Yes
Distribute, properly fit and inspect bicycle helmets	250	250	Yes

As shown in Table 1, nearly all the target amounts were achieved or exceeded. The team did not fully achieve the target for adult safety presentations (two out of 25 were not completed) due to last-minute cancellations at the end of the grant cycle.

PRESENTATIONS AND EVENTS

The following provides a detailed overview of all the events SR2S site coordinators attended, facilitated, and led over the course of the grant. This section is organized by the grant objectives listed in Table 1.

Conduct Safety Presentations (Target Audience: Students)

Site coordinators scheduled and conducted the following in-school presentations. The format of these presentations varied from in-classroom presentations to assembly-style presentations. **These presentations reached over 2,800 students over the course of the one-year grant.**

Goal: 25 presentations

	School	Date
1	Tennyson High (Hayward)	January 8, 2019
2	Winton Middle (Hayward)	February 14, 2019
3	Strobridge Elementary (Hayward)	April 12, 2019
4	Hillview Crest Elementary (Hayward)	April 17, 2019
5	Burbank Elementary (Hayward)	April 24, 2019
6	Madison Elementary (San Leandro)	April 24, 2019
7	Jefferson Elementary (San Leandro)	May 10, 2019
8	Park Elementary (Hayward)	May 14, 2019
9	Tyrrell Elementary (Hayward)	May 15, 2019
10	Lorenzo Manor Elementary (Hayward)	May 21, 2019
11	James Monroe Elementary (San Leandro)	May 22, 2019
12	Colonial Acres Elementary (San Lorenzo)	May 22, 2019
13	Washington Manor Middle (San Leandro)	May 22, 2019
14	Washington Elementary (San Leandro)	May 23, 2019
15	Corvallis Elementary (San Leandro)	June 5, 2019
16	Bohannon Middle (San Lorenzo)	June 11, 2019
17	Cesar Chavez Middle (Hayward)	June 26, 2019
18	Lincoln High (San Leandro)	August 30, 2019
19	Anthony W. Ochoa Middle (Hayward)	September 11, 2019
20	Bowman Elementary (Hayward)	September 16, 2019
21	Key Academy Charter (Hayward)	September 20, 2019
22	Bay Elementary (San Lorenzo)	September 26, 2019
23	Faith Ringgold School of Arts and Science (Hayward)	September 24, 2019
24	Schafer Park Elementary (Hayward)	September 30, 2019
25	Lorin Eden Elementary (Hayward)	September 30, 2019

Conduct Safety Presentations (Target Audience: Adults and Seniors)

These presentations were targeted at and tailored for adult groups in school communities and included presentations to PTA groups, parent meetings with principals, among others. Site coordinators completed 23 of the 25 presentations. Per OTS grant requirements, four of the presentations had to target senior audiences specifically due to the high incidence of death among pedestrians 65 and over in Alameda County. We worked with our partners throughout Alameda County to identify senior groups and were able to exceed the presentation grant requirement to target seniors. **These presentations reached over 500 parents and community members over the course of the one-year grant.**

Goal: 25 presentations

	Event	Date
1	Schafer Park Elementary (Hayward) — Cafe with the Principal	May 3, 2019
2	Skyline High (Oakland) — Staff and PTA board member presentation	May 13, 2019
3	Burbank Elementary (Hayward) — Cafe with the Principal	May 10, 2019
4	Bowman Elementary (Hayward) — Cafe with the Principal	May 21, 2019
5	Strobridge Elementary (Hayward) — ELAC	May 24, 2019
6	Peralta Elementary (Oakland) — PTA	June 1, 2019
7	Tyrrell Elementary (Hayward) — Mother's Group	June 4, 2019
8	Padres Unidos de Cherryland (Hayward)	June 5, 2019
9	Senior Injury Prevention Network* (San Leandro)	June 6, 2019
10	Cherryland Community Association (Hayward)	July 9, 2019
11	Anne B. Diament Plaza (Alameda) — Senior Housing Complex*	July 15, 2019
12	Wittenberg Manor Senior Housing* (Hayward)	July 16, 2019
13	Coast Guard National Night Out (Alameda)	August 6, 2019
14	Children's Reading Festival (Hayward)	August 10, 2019
15	Transportation Safety Town Hall* (Berkeley)	August 20, 2019
16	Emeryville Senior Center* (Emeryville)	August 30, 2019
17	Piedmont Ave Elementary (Oakland) — Parents group	September 10, 2019
18	Park Elementary (Hayward) — PTO	September 11, 2019
19	Hillview Crest Elementary (Hayward) — Parents group	September 17, 2019
20	Searles Elementary (Union City) — Parents group	September 20, 2019
21	Washington Elementary (San Leandro) — Parents group	September 25, 2019
22	Eden Walk and Roll Fest (Ashland)	September 26, 2019
23	Encompass Elementary (Oakland) — Parents group	September 26, 2019

*Denotes presentation to seniors.

Community Events

Site coordinators participated in the community events listed below to help raise awareness about rail safety in Alameda County and educate attendees by engaging them in activities such as trivia, hands-on activities, brief rail safety presentations, as well as distributing educational materials and safety equipment. The grant required that four of the nine events also target senior audiences. We also exceeded this grant requirement. **Through these community events, we reached over 2,100 people over the course of the one-year grant.**

Goal: Nine events

Event	Date
1 Dayton Elementary Fall Carnival (San Lorenzo)	October 31, 2018
2 Cherryland Elementary Harvest Festival (Hayward)	November 1, 2018
3 Union City Family Center's 5th Annual Community Resource Fair (Union City)*	March 23, 2019
4 19th Annual California Senior Injury Prevention Educational Forum (Oakland)*	April 18, 2019
5 13th Annual Senior Health & Wellness Resource Fair (Castro Valley)*	May 2, 2019
6 Tennyson Community All-American Festival (Hayward)*	June 29, 2019
7 Pleasanton Earth Day (Pleasanton)	April 13, 2019
8 Alameda County Safe Kids Day (Albany)	May 4, 2019
9 Cherry Festival (San Leandro)	June 1, 2019
10 Healthy Living Festival (Oakland Zoo)*	September 19, 2019
11 Niles Canyon Stroll & Roll (Fremont)	September 22, 2019

*Denotes presentation to seniors.

Safe Routes Coalition Meetings

Site coordinators also worked to educate our SR2S Champions by delivering safety presentation at task force meetings. Site coordinators discussed rail safety efforts and events at the following task force meetings:

Goal: Four meetings

Event	Date
1 Oakland Task Force	April 16, 2019
2 New Haven/Newark Task Force	April 23, 2019
3 Youth Task Force	April 24, 2019
4 Central Alameda County Task Force	April 29, 2019

These presentations reached 52 SR2S Champions over the course of the one-year grant.

Educational Safety Campaigns

Over the course of the grant, we integrated rail safety information into the following educational campaigns through messaging (both via traditional media and social media), in-person conversations, and distribution of educational materials.

Goal: *Three educational campaigns*

Educational Campaign		Date
1	Bike to School Day	May 9, 2019
2	National Rail Safety Week	September 22–28, 2019
3	International Walk and Roll to School Day	September 2019

Distribute Safety Equipment

The grant funded the purchase of pedestrian (LED zipper pulls) and bike (lights) safety equipment that was distributed at various events late in the grant period. Also, 250 bike helmets were purchased, fitted and distributed. Many of the helmet distributions, fittings and inspections were coordinated with Alameda County BikeMobile visits in order to encourage participation and leverage resources. **Safety equipment was distributed to over 1,100 students/community members.**

GRANT-FUNDED PURCHASES

The following materials were purchased over the course of the grant. These materials were distributed to schools, as well as to adults and students at community events and presentations.

- OLI rail safety banners
- Posters
- LED zipper pulls
- Bike Lights
- Bike Helmets



SECTION 4. SUCCESSES AND CHALLENGES

Our rail safety education program is the first of its kind in Alameda County and, therefore, a learning experience for the project team. The following summary of successes and challenges in grant implementation can inform future rail safety education work in Alameda County.

CHALLENGES

While, overall rail safety program implementation was successful, a few areas were challenging, including:

- **Presentation slides only in English.** While site coordinators had printed materials in Spanish and could deliver presentations in Spanish, the actual PowerPoint presentation slides were only in English, due to the fact that the slides are from Operation Lifesaver and cannot be edited. Some of the adult presentations were for predominantly Spanish-speaking community members and the lack of Spanish slides was inattentive to the needs of the communities served. In the future, a version in Spanish would be useful.
- **Shortened timeline.** The overall timeline of program implementation was the greatest challenge — the grant was delayed by three months due to contracting paperwork delays and staff were not able to start scheduling events until January, essentially resulting in only having 75 percent of the projected time to schedule 100 percent of the events. The challenge in scheduling and booking the events was exacerbated by the fact that three of the available months for scheduling were during schools' summer vacation.

SUCSESSES

The following are notable successes of the rail safety program:

- **Enthusiasm from older adults.** Initially, the project team was concerned about being able to schedule enough presentations for older adults, given that the majority of the team's expertise was with students and families. Over the course of the grant, the team found older adults to be especially receptive to hosting presentations and enthusiastic in recommending other venues to present at on rail safety.
- **Appreciation of safety equipment.** Safety equipment and bike helmets were available for free at some of the rail safety presentations and events. School administrators and parents were especially appreciative of these items to further their efforts to increase the safety of their students.
- **Connecting to stories.** Throughout the presentations and events, many students and adults came forward with personal stories about acquaintances and loved ones being involved in rail collisions. These stories helped personalize the presentations and demonstrated how important rail safety is to the community.
- **Multilingual materials.** Site coordinators had printed materials in both Spanish and English. Having resources in multiple languages helped reach and connect with a broader range of students and families.
- **Alameda County BikeMobile collaboration.** Scheduling the Alameda County BikeMobile visits in tandem with presentations and distribution of safety equipment were positive pairings that reinforced the messages of both services and encouraged participation.
- **Positive feedback.** The project team enjoyed seeing students genuinely respond and engage with rail safety education, often sharing that they learned something new and important.

Since rail safety presentations are now a permanent Alameda County SR2S Program offering, more schools have requested services and expressed interest. Furthermore, the successes of this grant demonstrate that there is demand for rail safety education in Alameda County schools and in the greater community.

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Memorandum

5.3

1111 Broadway, Suite 800, Oakland, CA 94607

• 510.208.7400

• www.AlamedaCTC.org

DATE: February 3, 2020

TO: Planning, Policy and Legislation Committee

FROM: Kate Lefkowitz, Associate Transportation Planner

SUBJECT: Affordable Student Transit Pass Program (STPP) Three-Year Evaluation and Phase 1 implementation update, and authorize the Executive Director to Execute Amendment No. 2 Professional Services Agreement

Recommendation

Receive an update on the Affordable Student Transit Pass Program (STPP) Three-Year Evaluation and Phase 1 implementation, and approve and authorize the Executive Director to Execute Amendment No. 2 to Professional Services Agreement No A16-0027 with Nelson\Nygaard Consulting Associates, Inc. for an additional \$808,777 for program implementation and a two-year time extension.

Summary

In 2016, Alameda CTC initiated the first year of a three-year Student Transit Pass Pilot Program (STPP). The pilot ended at the end of July 2019. As a result of the effective implementation and evaluation of the STPP, in December 2018, the Alameda CTC approved the continuation and expansion of the program for five years beyond the pilot period, including Phase 1 of the STPP for the 2019/2020 school year, which tripled the pilot program size.

This memorandum includes a summary of the evaluation of the Three-Year Pilot, an update on Phase 1 (2019-2020 school year), and a recommendation for expansion of the STPP for the 2020-2021 school year, including a contract amendment to A16-0027 to support the delivery of the program to all eligible middle and high schools in Alameda County by 2022, which will include over 145 schools and approximately 85,000 students.

Background

Alameda CTC undertook the development, implementation, and evaluation of the STPP as identified in the 2014 Transportation Expenditure Plan (TEP) and funded by Measure BB.

The STPP pilot program goals included:

- 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).

The three-year pilot provided 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, Two and Three of the pilot.

As a result of the effective implementation and evaluation of the 3-year pilot, the Alameda CTC Commission approved continuation and expansion of the program beyond the pilot period, which ended July 31, 2019.

The STPP implementation framework approved by the Commission in December 2018, includes a phased expansion to all school districts in the county over the next five years. The overall principles that guide STPP expansion within school districts in Alameda County include the following:

- Maintain financial need as a key criteria for expansion
- Continue the program in all currently participating schools
- Focus on students at schools with transit service
- Perform district-based expansion
- Phase expansion over time

The STPP plans to incorporate all qualifying middle and high schools with transit service in Alameda County. At the end of the phased expansion, over 145 schools and approximately 85,000 students will have access to the program.

Three-Year Student Transit Pass Pilot Program Evaluation

The pilot phase of the Student Transit Pass Program (STPP) was intended to be an opportunity to test different ways of achieving five goals across Alameda County's diverse geographies in order to identify the most effective and efficient program models. The Commission adopted a robust evaluation framework to thoroughly measure and understand the effectiveness of the pilot. The evaluation framework included 18 quantitative and qualitative metrics to assess the pilot across three key themes: 1) Program Participation and Transit Ridership, 2) Benefits for Students and Families, and 3) Administration, Cost, and Implementation.

These themes are an organizing framework for the pilot's evaluation reports. Below are some of the key takeaways from the pilot as they relate to these three themes. Additional information on these findings can be found in the Final Pilot Evaluation Report's Executive Summary (Attachment A).

Related to Program Participation and Transit Ridership, we observed:

- The pilot's impact and popularity grew over time.
- Participation rates were highest in schools with the free and universal model, and these were also the schools with the highest level of financial need.
- Students and families with the highest need were more likely to take advantage of the pilot.
- Affordable transit access both sustained and created transit riders.
- The pilot helped stabilize and grow transit ridership.

Related to Students and Families, we observed:

- Schools and families loved the pilot.
- Financial support for transportation expenses alleviated stress for families.
- Affordable transit expanded opportunities for extracurricular activities and jobs.
- The transit pass provided access to additional programs and new learning opportunities.
- The transit passes supported school attendance.

Related to Administration, Cost, and Implementation, we observed:

- Transit agency partnerships were integral to the pilot's success.
- A pilot model allowed for collaborative teamwork and continuous improvement.
- Defining and measuring success made the pilot more effective.
- Launch of a pilot necessitated the creation of new processes, protocols, procedures, and templates.
- New methods and protocols were required to protect students' and families' information.
- Simpler pass designs reduced administrative burdens and costs.
- Replacing lost or stolen passes was one of the more challenging aspects of the pilot.
- BART's lack of an unlimited ride pass product posed challenges to integrating BART into the pilot.
- School staff expertise in the administration and management of the pilot took time to institutionalize.
- School district and school site champions drove success.
- Word of mouth and partnerships were key to pilot marketing.

At the launch of the pilot, five goals were identified to guide the overall success of the program. Now, after the three-year effort, there is a strong sentiment that the pilot successfully met its five goals. The STPP has been instrumental in encouraging students to use transit across the County, it has improved many families' financial health, and thanks to the pilot's iterative approach, it has set the groundwork for a long-term, countywide program.

Update on Student Transit Pass Program Phase 1: 2019-2020 School Year

Phase 1 of the STPP was successfully launched in August 2019. In most districts, as approved by the Commission in December 2018, the STPP follows a means-based model where low-income students are eligible for a free bus pass on a Youth Clipper Card. In districts which have very high FRPM (>75%), the STPP follows a free/universal model where all students are eligible for a free pass (Oakland USD, Emeryville USD, and Alameda Co. Office of Education). In addition, Livermore Valley Joint USD is also under a free/universal model because it is the lowest income district in the Tri-Valley.

The STPP Phase 1 provides free Youth Clipper cards to eligible middle and high school students which can be used for unlimited free bus rides on AC Transit, Union City Transit, or LAVTA Wheels, as well as a 50 percent discount on BART trips and youth discounts on other transit systems. The program transitioned to Youth Clipper cards during Phase 1 which was a major undertaking requiring close coordination with transit agency staff and Clipper. Once a student receives his/her STPP Youth Clipper card it is active for the next five years (as long as he/she is still a student in one of the participating STPP schools). Students that receive STPP Youth Clipper cards for the 2019/2020 school year will not need to reapply next year.

To successfully implement the STPP, school site administrators (school staff) have been identified at each school site to help promote the STPP to students, families, and staff via available channels within the designated school. To date, a school site administrator has been identified in all STPP participating schools. Alameda CTC staff, AC Transit, LAVTA and Union City Transit coordinate closely with school site administrators to ensure the program is implemented effectively and STPP protocols are met at each school. All three transit agency partners have been instrumental in the robust launch of the STPP Phase 1. Staff would like to recognize the hard work from transit agency partners and participating schools that went into the implementation of the program for the 2019/2020 school year.

Participation

In the 2019-2020 school year, the STPP expanded to 62 schools in 11 school districts. The expansion has tripled the number of participating schools, and significantly increased the number of schools added in one year (Pilot year 1 was 9, Year 2 was 15, Year 3 was 21 schools). During the three-year pilot, six schools were added per year. The first year of STPP Phase I expansion added 41 schools.

As of December 2019, participation has surpassed past years with nearly 13,000 participants, representing 41% of eligible students.¹

¹ Participation is defined as signing up to receive a pass

Table 1 shows a summary of Phase 1 participation as of December 2019.

Table 1 Phase 1 Participation (December 2019)

Planning Area	School District	Program Model	Number of Eligible Students	Number of Participants	Participation Rate
North	Alameda USD	Means-Based/ Free	52	30	58%
	Emery USD	Free/ Universal	743	100	13%
	Oakland USD	Free/ Universal	7,736	6,522	84%
Central	Alameda Office of Education	Free/ Universal	204	148	73%
	Hayward USD	Means-Based/ Free	5,686	1,915	34%
	San Leandro USD	Means-Based/ Free	2,982	1,258	42%
South	Fremont USD	Means-Based/ Free	574	119	21%
	New Haven USD	Means-Based/ Free	2,961	1,078	36%
	Newark USD	Means-Based/ Free	1,323	407	31%
East	Livermore Valley Joint USD	Free/ Universal	8,453	1,128	13%
	Pleasanton USD	Means-Based/ Free	793	90	11%
TOTAL:	11 Districts	62 Schools	31,507	12,795	41%

Expansion Plan for 2020-2021 School Year

The STPP implementation framework approved by the Commission in December 2018, includes a phased expansion to all school districts in the county within the first five years of the program, by the 2023-2024 school year. The overall principles that guide STPP expansion within school districts in Alameda County include the following:

- Maintain financial need as a key criterion for expansion
- Continue the program in all currently participating schools
- Focus on students at schools with transit service
- Perform district-based expansion
- Phase expansion over time

Recommended Phasing

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 $\frac{1}{4}$ mile of campus.² At the end of the phased expansion, over 145 schools and approximately 85,000 students will have access to the program. Alameda CTC staff closely coordinated with participating STPP transit agencies, including LAVTA, and AC Transit to identify school districts and schools to be included in the 2020-2021 school year to mitigate capacity and administrative impacts. Staff will continue to work closely with transit agency partners to closely monitor participation rates, transit capacity issues, and costs as the program expands.

For STPP schools within AC Transit's service area, AC Transit staff will continue to monitor potential crowding or capacity impacts on routes near STPP schools. Alameda CTC will work with AC Transit staff on any potential changes to the final STPP expansion schools list to address any concerns regarding service availability and crowding impacts.

2020-2021 School Year

The 2020-2021 school year expansion is described below and shown in Table 2; this is based on the expansion criteria outlined above and balances geographic equity across planning areas. Staff recommends expanding up to 28 new schools in Alameda County for the 2020-2021 school year, which would bring the total number of schools in the STPP to 90. Staff met with AC Transit and LAVTA staff in early December 2019 to discuss the 2020-2021 expansion plan to ensure there would not be any capacity or crowding issues along routes near the proposed schools. Participating schools in each District will be confirmed in consultation with school district staff in late March 2020.

The proposed expansion includes adding new schools in the three school districts that are already participating in the program, and adding new school districts, as following:

² Albany USD, Sunol Glen USD, and Mountain House USD do not qualify due to no middle or high school with transit service within $\frac{1}{4}$ mile of campus.

Expand to additional schools in the following currently participating 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. This school has been incorporated into the program during Phase 1. Staff recommends expanding up to three new schools with the highest FRPM served by transit in the 2020-2021 school year.

Fremont Unified School District (FUSD): Staff recommends continuing the program at the current participating schools, and expanding up to three new schools with the highest FRPM served by transit in the 2020-2021 school year.

Oakland Unified School District (OUSD): In OUSD, 75% of students qualify for FRPM. OUSD is the largest district in Alameda County with 53 middle and high schools, most of which have transit service. Fifteen OUSD schools are already participating in Phase 1. Staff recommends continuing expansion to OUSD schools, but to phase the expansion over multiple years due to the large number of schools in the district. Staff recommends expanding up to three new schools in the 2020-2021 school year.

Expand to these four districts:

Berkeley Unified School District (BSD): 36% of students at Berkeley USD are eligible for FRPM. BSD schools are in close proximity to comprehensive, higher frequency AC Transit service. Staff recommends a gradual expansion of up to three schools with the highest FRPM in the district for the 2020-2021 school year.

Castro Valley Unified School District: 24% of students Castro Valley USD are eligible for FRPM. Staff recommends expanding to two schools in the district for the 2020-2021 school year.

Dublin Unified School District (DUSD): 10% of students at Dublin USD are eligible for FRPM and it is the second lowest income area of the Tri-Valley. Staff recommends expanding to the entire Dublin USD, LAVTA indicated they have capacity to accommodate additional students and has strong transit service at the DUSD schools.

San Lorenzo Unified School District: 62% of students in San Lorenzo USD are eligible for FRPM. Staff recommends expanding the program to all middle and high schools in this district.

The STPP has already been implemented in all schools in the following participating districts:

- Emery Unified School District (Emery USD)
- San Leandro Unified School District (SLUSD)
- Hayward Unified School District (HUSD)
- Newark Unified School District (NUSD)
- New Haven Unified School District (NHUSD)
- Pleasanton Unified School District (PUSD)
- Livermore Valley Joint Unified School District (LVJUSD)

Program Staffing

Alameda CTC recommends the continuation of a streamlined staffing structure for the 2020-2021 school year with additional consultant support to help launch the program in over 145 eligible middle and high schools in Alameda County by fall 2022.

Based on lessons learned in Phase 1 significant staff time was required to manage the Youth Clipper card transition, develop and implement new protocols and processes, onboard new and existing school districts and ensure continuous and comprehensive coordination with schools. The need was especially apparent at under resourced schools throughout the county for extensive coordination and communication. In addition, the beginning of each school year will always require extra effort for contracting, marketing/education, distribution, verification and collection of registration forms, data entry, card creation and distribution, and troubleshooting.

Continued consultant support is needed to maintain and build relationships with school districts and schools, coordination with school site staff on application submissions, application questions and troubleshooting, staffing school orientations, and ensuring the program is accessible to all eligible students. With the continuation of consultant support, the STPP team will work to launch the program at all eligible middle and high schools by 2022 and effectively transition the program to transit agency partners.

Key roles and responsibilities are outlined below.

Staffing Plan

The recommended staffing plan to launch the program in over 145 schools 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, assistance with school district coordination and communication.

Consultant Support: Nelson\Nygaard Consulting Associates will continue support through fall 2022 to facilitate activities necessary to launch the program in over 145 schools and assist with school and transit agency coordination, outreach, marketing, development of protocols and processes, communication and program evaluation. They will also play a key role in training transit agency staff to ensure a smooth transition to the transit agencies by fall 2022.

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. Transit agencies will also be preparing over this time period to transition to full program management by fall 2022.

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. Agreements 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, verify school enrollment twice per year, and transmit applications to AC Transit.

Expansion Cost and Funding

Alameda CTC recommends a two-year contract extension for Nelson\Nygaard for \$808,777. This extension will include three program launches including 2020-2021, 2021-2022 and the fall of 2022.

The cost estimates for the two-year contract extension are based on a cost analysis of Phase 1, and an analysis of consultant and staff work completed to launch the program in the 2019-2020 school year.

Levine Act Statement: Nelson\Nygaard Consulting Associates, Inc. and its subconsultants did not report any conflicts in accordance with the Levine Act.

Fiscal Impact: The action will authorize the encumbrance of \$808,777 of previously allocated Measure BB funds to the Student Transit Pass program. This amount will be budgeted accordingly into the Alameda CTC's annual budgets for Fiscal Years 2020-21 and 2021-22.

Attachment:

- A. Student Transit Pass Program Three-Year Evaluation Executive Summary

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Executive Summary

Introduction

Alameda CTC Affordable Student Transit Pass Pilot Program

The cost of transportation to school is often cited as a barrier to school attendance and participation in after-school activities by middle and high school students. In recognition of this issue, the 2014 Measure BB Alameda County Transportation Expenditure Plan (TEP) included \$15 million dedicated to implementation of an Affordable Student Transit Pass Pilot (STPP) for students. Working closely with community stakeholders, the Alameda County Transportation Commission (Alameda CTC) designed a three-year pilot program, which launched in the 2016-17 school year. The pilot program tested and evaluated different program models across different geographies with the aim of identifying successful models for future program implementation.

Affordable Youth Transit Pass Program (\$15 million)

"This program is for the purposes of funding one or more models for a student transit pass program. The program would be designed to account for geographic differences within the county. Successful models determined through periodic reviews will have the first call for funding within the innovative grant program, as described below."

— 2014 Alameda County Measure BB Transportation Expenditure Plan

What were the STPP program goals?

The Alameda CTC Commission adopted the following goals for the STPP:



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)

How did the STPP evolve during the pilot?

In 2015, working with the school districts, and a diverse array of community groups and regional stakeholders, Alameda CTC began to design and develop a three-year pilot to test and evaluate various program models. In October 2015, the Commission approved hiring a consultant team to assist with implementation. In March 2016, the Commission accepted a framework to select pilot program schools and program models. In May 2016, the Commission approved the design for Year One of the pilot, including the program models to be tested and the schools and school districts that would participate.

Additionally, in May 2016, the Commission approved a shortlist of 36 schools as the candidate pool for potential expansion in the second and third years of the pilot. Figure 1 provides a summary of key milestones during the three-year pilot.

Figure 1 Timeline for STPP Development, Implementation, and Evaluation¹



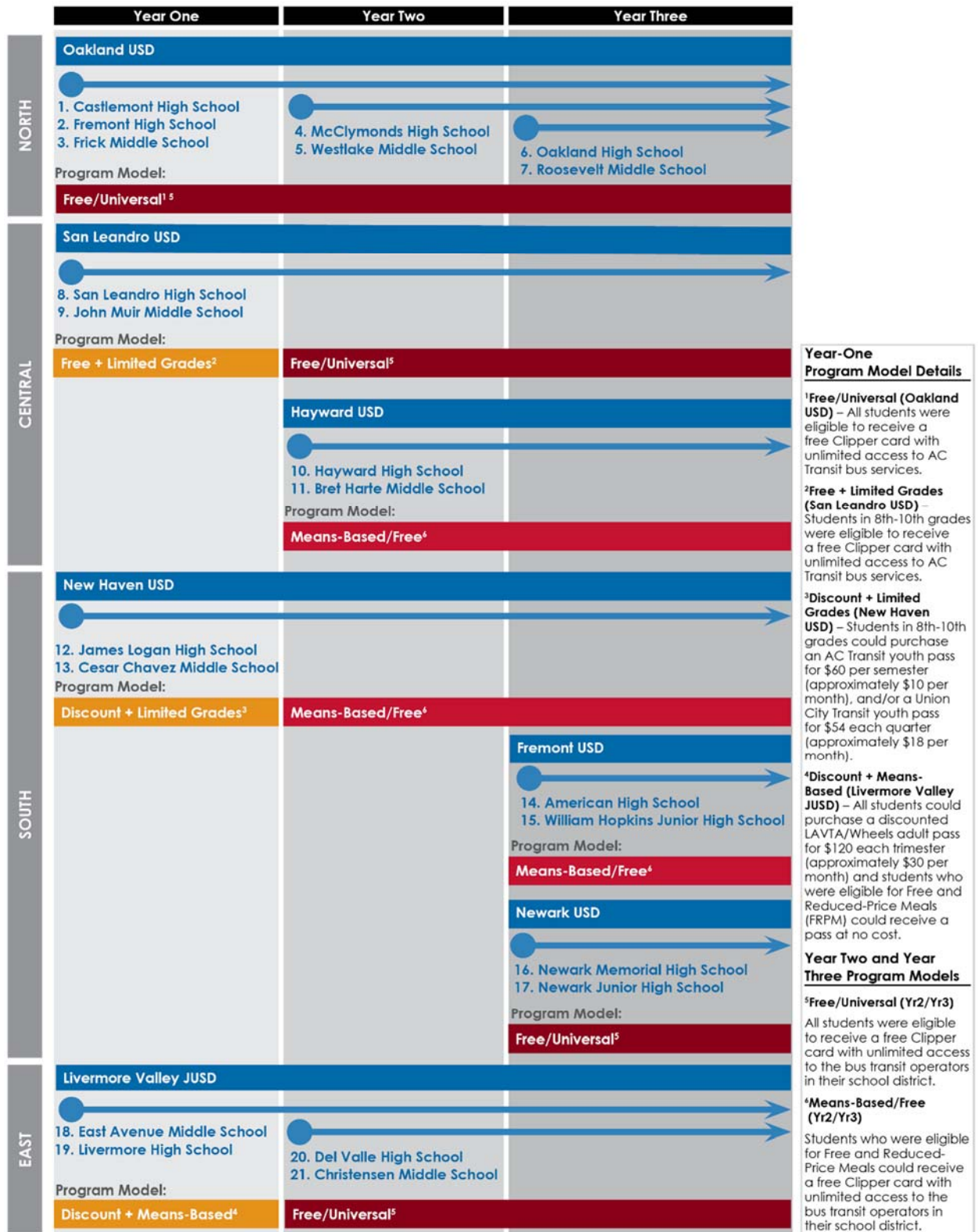
Over three years, the STPP grew from 9 schools in 4 school districts in Year One to include 21 schools across 7 school districts by Year Three. Each year, the pilot built upon the successes and lessons learned from the previous year. For instance, four program models were tested in Year One, which varied in whether they offered free or discounted passes, whether passes were universally available or restricted to low-income students, and whether passes were available to all or limited grades. Starting in Year Two, the number of models was reduced from four to two based on lessons learned from the first year:

¹ This schedule only covers the pilot program; in Spring 2019 the program began transitioning out of the pilot phase. Year One of the permanent program began in the 2019-2020 school year.

- Free/Universal
- Means-Based/Free

Under a Free/Universal program model, all students in the district were eligible to receive a free Clipper card with unlimited access to the bus transit operators in their district; this program model was used in schools with high levels of financial need where 75 percent or more of the student body qualified for free and reduced-price meals. Whereas, a Means-Based/Free model was introduced at schools that did not meet the 75 percent threshold; only those students eligible for free and reduced meals could apply for a free transit pass. Figure 2 provides a summary of the participating schools by year and program type.

Figure 2 Participating Schools and Unified School Districts (USD) by Year



Summary of Key Findings

The STPP is seen as a success because it met the goals laid out by the Commission and resulted in improved access to affordable transit for students across Alameda County. The program's success would not have been possible without the significant commitment of and partnership with a broad group of stakeholders, which built and sustained long-term support for the program.

In 2010, Alameda CTC began the formal development process for the County's long-range transportation plan and development of a 30-year 2014 Transportation Expenditure Plan (TEP) with the Community Advisory Working Group (CAWG) and the Technical Advisory Working Group (TAWG). CAWG members represented a broad array of perspectives and stakeholders throughout Alameda County. The TAWG was comprised of staff from Alameda County, cities, transit agencies, and regional agencies. Together, these groups lobbied for the inclusion of the transit pass program in Measure BB, which secured funding for the pilot.

















Following funding approval, Alameda CTC staff held monthly stakeholder meetings to help plan and design the pilot. Staff also collected input about student demand for the STPP directly from schools through surveys and focus groups during the spring of 2012. This feedback contributed to key pilot program design decisions.















From the beginning, the pilot was intended to be an opportunity for learning about the different elements of a possible program, including testing different models across Alameda County's diverse geographies. Accordingly, when the Commission approved the STPP in early 2016, they also adopted a robust evaluation framework to thoroughly understand and measure the effectiveness of the program.













The evaluation framework included 18 quantitative and qualitative metrics to assess the pilot across three key themes: 1) Program Participation and Transit Ridership, 2) Benefits for Students and Families, and 3) Administration, Cost, and Implementation. These themes serve as the organizing framework for this report.

After the pilot, the project team identified takeaways that went beyond the 18 metrics defined at the onset of the pilot. Key takeaways included findings related to the defined evaluation metrics, such as program participation and transit use, but they also spoke to elements outside of the metrics, including the underlying drivers of program growth and key success factors of the design and administration of the program. Figure 3 shows how each of the key findings supports one or more of the program goals; this is followed by a more detailed description of each takeaway.

Figure 3 Did the Pilot's Key Takeaways meet Program Goals?

Key Takeaways	Program Goals				
	 <i>Reduce barriers to transportation access to and from schools</i>	 <i>Improve transportation options for Alameda County's middle and high school students</i>	 <i>Build support for transit in Alameda County</i>	 <i>Develop effective three-year pilot programs</i>	 <i>Create a basis for a countywide STPP (funding permitting)</i>
1. Program Growth Impact and popularity of program grows over time					
2. Program Participation Participation rates were highest in schools with free and universal programs, and these were also the schools with the highest level of financial need					
3. Participation of Low-Income Families Students and families with the highest need are more likely to take advantage of the program					
4. Transit Adoption Affordable transit access both sustains and creates transit riders					
5. Transit Agency Ridership Levels The program helps stabilize and helps grow transit ridership					
6. Program Appreciation Schools and families have reported the importance and benefits of the program					
7. Financial Benefits to Families Financial support for transportation expenses alleviated stress for families					

Key Takeaways	Program Goals				
	 <i>Reduce barriers to transportation access to and from schools</i>	 <i>Improve transportation options for Alameda County's middle and high school students</i>	 <i>Build support for transit in Alameda County</i>	 <i>Develop effective three-year pilot programs</i>	 <i>Create a basis for a countywide STPP (funding permitting)</i>
8. Extracurricular Access Affordable transit expands opportunities for jobs and extra-curricular activities					
9. Enrichment Access The transit pass provided access to additional programs and new learning opportunities					
10. School Attendance The transit pass is cited as an element supporting improved school attendance					
11. Iterative Program Development A pilot model allowed for collaborative teamwork and continuous improvement					
12. Interim Program Evaluation Defining and measuring success made the pilot more effective					
13. Pre-Program Planning There are many details and factors to consider when launching a program and starting early working with transit operators and school districts is critical					
14. Pass Design Development Simple pass design reduced administrative burdens and costs					
15. Card Replacement Protocols Replacing passes is one of the more challenging aspects of the program					

Key Takeaways	Program Goals				
	 <i>Reduce barriers to transportation access to and from schools</i>	 <i>Improve transportation options for Alameda County's middle and high school students</i>	 <i>Build support for transit in Alameda County</i>	 <i>Develop effective three-year pilot programs</i>	 <i>Create a basis for a countywide STPP (funding permitting)</i>
16. BART Integration A distance-based fare structure and lack of a monthly unlimited Clipper product made it challenging to incorporate BART into the program					
17. Transit Agency Coordination Transit agency partnerships were integral to program success					
18. Program Management Programs take time to institutionalize and require close coordination with school administrators					
19. Championing the Program Transit agency partnerships were integral to program success					
20. Program Marketing Word of mouth and partnerships are key to program marketing					
21. Privacy Protocols Protocols were required to protect students' and families' information					

Program Participation and Transit Ridership: Benefits scale effectively and efficiently

1. Program Growth

From Year One to Year Two, overall participation in the STPP more than doubled to over 6,600 students, representing nearly half of all eligible students. From Year Two to Year Three, the program doubled again, with more than 11,100 participants and a participation rate of 58 percent. In both Year Two and Year Three, the percentage growth in participants exceeded the percentage growth in the number of eligible students. Most of the schools that were involved in the STPP for two to three years experienced a growth in participation rates, indicating that as program awareness grew, there was more enrollment and support from students, families, and schools.

Takeaway: Impact and popularity of program grows over time.



2. Program Participation

Participation rates were higher at schools where students in all grades had access to the program. Participation rates were also higher in free pass models compared to the discounted models that were trialed in Year One. More rules and constraints on who was eligible to participate disproportionately impacted participation. Schools that had simpler program models throughout the duration of the pilot experienced high participation rates. Moreover, schools that changed from a complex to a simple model during the pilot experienced a dramatic increase in participation rates after the simplification. For example, in Livermore, participation increased at both of the continuing schools from 3 percent to 26 percent in Year Two after the program was simplified.

While the program has experienced heightened participation overall, three of the Year One schools in Oakland USD (Castlemont HS, Fremont HS, and Frick MS) experienced a decline in participation over the course of the three-year pilot. This could be due to several external factors including, but not limited to, changes in schools' marketing efforts, the availability of nearby transit service, and natural variation of a changing student body. And while the STPP has been beneficial to many students, it is possible that some students tried transit early on but found that it did not meet their needs.

Takeaway: Participation rates were highest in schools with free and universal programs, and these were also the schools with the highest level of financial need.



3. Participation of Low-Income Families

Income levels were correlated with participation rates and transit ridership. Schools with higher shares of low-income students had higher participation rates. At the Free/Universal programs where all students in the school were eligible to participate, schools with higher shares of low-income students had more transit boardings per participant than schools with lower shares of low-income students.

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

—Focus group participant from New Haven USD

"In the Tri-Valley, you don't have to be identified as low socio-economic to be struggling to survive in our community. Just living in the Tri-Valley is expensive, so sometimes that extra \$10-20 a week can put a meal on the table for a family. So, it's a big impact on a lot of families."

—School district contact from
Livermore Valley JUSD

Takeaway: Students and families with the highest need are more likely to take advantage of the program



4. Transit Adoption

Participating students self-reported that they used transit more often after they received the transit pass. Participants also relied on transit for travel to and from school at higher rates than their peers who did not participate in the program.

"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

"I used to take the bus in 8th grade. Now that I have a free Clipper card, I use it three to four times a week. I use it a lot more than before."

—Focus group participant from San Leandro USD

"I think most all of our students have a card—the ones that don't, their friends tell them to get it."

—School site administrator from Oakland USD

"I never used the bus before the pass – now I use it a couple times a month. My parents normally drop me off."

—Focus group participant from San Leandro USD

"We're teaching our students to use transit which is good for everyone in the long run."

—School district contact from Livermore Valley JUSD

Takeaway: Affordable transit access both sustains and creates transit riders



5. Transit Agency Ridership Levels

Transit agencies also assessed ongoing changes to ridership levels that may have resulted from the STPP. Increased ridership generated by the STPP supported growth and stabilization of transit ridership levels in several areas. To date, no major capacity/over-crowding issues have arisen, but it is a concern of operators and will continue to be tracked as part of this program.

Takeaway: The program helps stabilize and helps grow transit ridership



Students and Families: Benefits extend beyond mobility

6. Program Appreciation

Students, families, school administrators, and teachers have all expressed great appreciation for the benefits of this program. Whether helping students access more opportunities, helping families with the costs of transportation and family logistics, or helping teachers provide special programming for students—the STPP assisted many people and built support for transit and for program expansion.

Transit passes also enabled easier household logistics and coordination, reducing the need for working parents to organize school pickup and drop-off.

“Please keep this program running!! I know so many people that it helps, and it allows everyone to access more within the Bay Area.”

—Participant from San Leandro USD

“I had a parent cry when we told her the program was going to be expanded next year. She said, ‘I don’t have to worry about transportation anymore. I know the kids are going to get home safely.’”

—School site administrator from
San Leandro USD

“THANK YOU SO MUCH FOR THE BUS PASS!”

—Participant from Oakland USD

Takeaway: Schools and families have reported the importance and benefits of the program



7. Financial Benefits to Families

Affordable transit options provided invaluable support for families. In annual student surveys, more than half of participants reported that the financial benefit of the transit pass was helpful or critical for their families. The housing crisis in Alameda County constrains many families' financial resources, and a free transit pass helped families reallocate income toward housing, meals, or other critical household expenses.

"I will go to school every day now even at the end of the month. When money runs out at end of month, there is no bus fare and there is no food. I can go to school now and always get something to eat so I'm not hungry. There is no reason to stay at home and not go to school."

—Participant from Castlemont High School
(Oakland USD)

"The program has helped my family save money. My mom is happy about the program –the money we used to spend on transportation can now be used on food."

—Focus group participant from San Leandro USD

"I think it is awesome I take the bus every day to school. [It's] so helpful because both my parents work."

—Participant from Newark USD

Takeaway: Financial support for transportation expenses alleviated stress for families



8. Extracurricular Access

The availability of an unlimited transit pass encouraged students to use transit more often, enabling them to access jobs and extra-curricular activities, and providing a new sense of freedom. A pass with unlimited rides and no time restrictions allows students to use the pass for more than school transportation and enables them to become more comfortable with using transit in general. Building on this experience, students were more likely to use transit to access jobs and internships, which can be challenging for parents to support due to job hours—allowing students to earn income and build work experience.

"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 take the bus home every day in summer to and from tennis practice. Before the transit pass, I didn't take the bus."

—Participant from San Leandro USD

"[Students] like the fact that it's not just to-and-from school; they can use it on the weekends, or to/from the babysitter's house. They can get places in a timely manner."

—School site administrator from Oakland USD

Takeaway: Affordable transit expands opportunities for jobs and extra-curricular activities



9. Enrichment Access

Though not an intended or anticipated use of the Student Transit Pass at the beginning of the pilot, the STPP provided access to transportation services for off-campus programming for school districts that did not have the resources to buy transit passes or charter buses. Using the bus passes or BART tickets, the STPP allowed participating schools to enrich their classroom experiences with field trips.

"It's not just the money. We have a lot of times where I'm trying to help a teacher plan a field trip, and I call the Transportation Office, and they are already booked for the rest of the school year. And it's an issue for sports, too. Let's say our team gets into finals, but they don't have any buses left. The passes allow them to take transit..."

—School staff from Hayward USD

Takeaway: The transit pass provided access to additional programs and new learning opportunities



10. School Attendance

Although the program's impact on attendance is hard to quantitatively measure given the myriad of influences on student attendance, it appears that the STPP helped some students miss fewer days of school and improved tardiness issues. In each of the three years of the pilot, at least ten percent of participants reported in student surveys that they missed fewer school days since receiving their bus transit pass.

Anecdotally, school staff, families, and students indicated that students with a transit pass were more likely to arrive on-time to school in the morning. In

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

—School site administrator from Hayward 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

"This serves as a nice resource when we are sitting in on [Student Attendance Review Board] meetings, where we bring in students with truancy issues. There have been a couple of cases where the family has children going to different schools, and they tell us they can't get everyone to school at the right times. We've been able to bring up the bus pass as a resource for those families. A lot of families say they didn't know about it or were new to a school and we were able to offer it to them. It is really helpful. The parents see the school is trying to help their children."

—School district contact from San Leandro USD

"Sometimes you can see a direct correlation with attendance for specific students. They come in for a replacement, and you stop seeing them [at school] until it gets replaced."

—School site administrator from Oakland USD

"Having these passes lessened the burden of asking for rides and missing school, I know it could keep on helping me."

—Participant from Fremont USD

addition, school staff indicated that the pass was particularly helpful with students who have attendance challenges, perhaps due to a difficult home life or a history of changing schools frequently.

“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

Takeaway: The transit pass is cited as an element supporting improved school attendance.



Administration, Cost, and Implementation: Simpler programs reduce costs and enhance external and internal partnerships

11. Iterative Program Development

A pilot approach allowed the project team to be nimble and make changes based on lessons learned and create an iterative process towards improvement. To refine the program, the team made early tradeoffs in program design and roll-out to launch the pilot quickly.

Rather than spending resources to create a new transit pass product, the project team used adult Clipper cards for the pilot phase. The use of existing fare products allowed the team to evaluate which types of passes worked well before engaging in costly software development.

Similarly, the production of Clipper cards and replacement process was modified after the first year to create a more efficient and predictable process for transit agency staff and school site administrators. Overall, the flexibility of a pilot—combined with the cooperation of the transit agency and school district partners—was critical to identifying best practices for a long-term transit pass program.

Takeaway: A pilot model allowed for collaborative teamwork and continuous improvement.



12. Interim Program Evaluation

At the end of each year of the pilot, Alameda CTC conducted an interim evaluation using a set of consistent metrics based on data from multiple partners

and sources. The evaluations demonstrated the success of the STPP over time and helped the pilot adapt its approach in each successive year.

Takeaway: Defining and measuring success made the pilot more effective.



13. Pre-Program Planning

Significant one-time staffing effort was required prior to Year One to get a brand-new program up and running. Alameda CTC staff and consultants created processes, protocols, procedures, and templates for all aspects of the program, including student registration forms, pass creation, pass distribution processes, deactivation and replacement procedures, school district and transit agency legal agreements, confidentiality agreements, data storage, management and transfer protocols for valuable fare media and sensitive student data, evaluation data collection prior to program launch, management and analysis approaches, as well as marketing materials and travel training curricula.

This startup effort was so significant that in Year Two, despite expanding to more schools and more than doubling the number of participants, the level of administrative effort declined.

Takeaway: There are many details and factors to consider when launching a program and starting early working with transit operators and school districts is critical.



14. Pass Design Development

Simple pass design reduced the burden on school and transit staff, and decreased implementation overhead costs – such as staff and consultant time. During the pilot program, Alameda CTC tested pass designs of varying complexity. To expedite pilot launch, the pilot used existing pass types that were not specifically designed for a program of this nature, and therefore, introduced some additional complexities to the program. The pilot revealed that a simple pass design should include the following:

- One pass for the full school year
- One fare product and one pass for all transit systems in the program area (e.g. an integrated Clipper card was superior to two different bus flash passes and/or a bus pass and a BART ticket)
- Eligibility open to all grades at participating schools (families often have students in multiple grades and participation in the program is suppressed if one child qualifies while another does not)

- Eligibility determination based on self-reported income by parents/guardians (for means-based passes) and approved by schools
- Financial arrangements at the institutional level, rather than at the individual level (i.e. funds should not be collected from students/families, but all payment should be negotiated between organizations/agencies)
- A clear pass production and distribution schedule to set expectations for school staff and families and balance between administrative burden and student convenience and timely distribution of passes

Takeaway: Simple pass design reduced administrative burdens and costs.



15. Card Replacement Protocols

In the pilot, students lost their cards periodically, as would be expected. Different replacement procedures were used for different transit agencies, but all of them had some challenges. Some of the issues encountered were due to having to utilize existing Clipper card replacement systems. From students' perspectives, obtaining a replacement pass was challenging, both due to the cost (\$5 replacement fee), challenging customer service logistics, and the stress of finding alternative transportation arrangements until a replacement pass arrived. The \$5 replacement fee was a burden for some students, but it also posed an incentive for students to truly understand the value of the cards and keep careful track of them.

The application form is so simple, that it's kind of a shock to them when they go to replace the card, and the process is so much more complicated."

*—School site administrator in
Oakland USD*

Takeaway: Replacing passes is one of the more challenging aspects of the program.



16. BART Integration

Starting in Year Two, BART was introduced to the program. Participating high school students within the BART service area could receive a free \$50 BART ticket. Unlike bus agencies which offer unlimited ride pass products, BART does not have a product that could be loaded onto a Clipper card. As a result, the STPP used paper tickets, which have multiple challenges: the tickets cannot be canceled remotely and therefore cannot be replaced if lost; the tickets are already loaded with monetary value, so additional security protocols are required for tracking and storage; and the students had to keep track of both a Clipper card for bus travel and a paper ticket for BART.

The addition of BART tickets to the program revealed demand for BART among some participants, but actual usage of the BART tickets was concentrated amongst few students. In Year Two, only about 40 percent of eligible students opted to request a BART card, and in Year Three, the BART participation rate declined to about 25 percent of all eligible students at the same time as the participation rate for bus passes climbed to nearly 60 percent. In addition, only about 4,600 of the 6,100 BART tickets that were requested (75 percent) have been used for travel. While less than half of the fare value that was on the distributed cards was utilized by the end of the pilot, the tickets do not expire and students are able to use their tickets, and any remaining value, post pilot.

For the few students who relied on BART for their school or extra-curricular travel, the limited value on the card, \$50, did not significantly change travel behavior or reduce a student's transit costs.

Takeaway: A distance-based fare structure and lack of a monthly unlimited Clipper product made it challenging to incorporate BART into the program.



17. Transit Agency Coordination

Close coordination with transit operators prior to and throughout the pilot was critical to a successful program. Alameda CTC could not have launched and managed this program without close partnership with the transit agencies that run the service that students utilize.

Takeaway: Transit agency partnerships were integral to program success.



18. Program Management

School staff expertise in the administration and management of the program grew gradually over time. Up-front meetings with school district representatives and principals, onboarding meetings with site administrators, and active communication between program administrators and schools were all critical in deepening organizational capacity for and fluency with the program.

"I think because it's my first year, it was hard, it was difficult. I had all these different questions and concerns, but once I got them answered, I got the support I needed. It's a great program. Seeing a kid come in with a smile on their face when they get their card is really good. And they don't have to bother their parents for pocket money. It made me feel like, 'I gotta do this.' The kids come in and say, 'Thank you, because I have to leave here to go to work to support my family. Now, I don't have to leave school early and miss class just to make it to my job on time.'"

—School site administrator from
Oakland USD

Takeaway: Programs take time to institutionalize and require close coordination with school administrators.



19. Championing the Program

The program was effective at schools with a consistent, dedicated staff person, as well as an engaged Principal or district-level advocate who provided resources and coordination. The pass required continuous administrative support. Consistency in staff across the pilot years built institutional knowledge and reduced the need to train new staff each year.

Moreover, a dedicated staff person meant there was a trusted person the students already knew and were comfortable with in their day-to-day routine who was consistently available to answer their questions about the program. Students and their families did not have to learn to navigate a separate public agency process in order to obtain the transit pass, which reduced access barriers to the program, particularly for newcomer families who are still learning about how to access needed public services.

Takeaway: School district and school site champions drive success.



20. Program Marketing

As the STPP evolved, the most effective marketing came from site administrators, teachers, and school districts who saw the benefits of the program and understood the value it provided for their students. In-person marketing during school registration/orientation also increased the visibility of the program with parents and facilitated a streamlined registration process.

Over the three years of the pilot, an increasing share of participants reported in student surveys that they sought out information about the program from school-based staff. Schools are already a familiar resource in the community and leveraging the established communication channels between schools and local families is the most efficient way to disseminate information about the program. Student surveys also showed that over time, more and more students have asked their friends and peers about the program, suggesting that awareness and knowledge of the program is disseminated among the student body.

During the pilot, Alameda CTC launched a travel training program to help middle school students become more comfortable riding transit. Materials from the travel trainings are now integrated with Alameda CTC's existing Safe Routes to Schools program to teach students how to ride the bus and spread the word about the STPP in a scalable way. Partnering with a local non-profit that focuses on youth mobility programs made the travel training more effective.

Takeaway: Word of mouth and partnerships are key to program marketing.



21. Privacy Protocols

The information collected from students during registration is sensitive and legally protected Personally Identifiable Information (PII). To protect students' and families' private information, the STPP set up an administrative process that allowed site administrators to see student information only for students enrolled in their school district through secure, password protected online systems. Other protocols to protect students' data—such as the use of an File Transfer Protocol (FTP) site for sharing sensitive information, rather than transmitting it via email, storing all paper applications in secure, locked locations, and having all staff sign a confidentiality form—were developed for the pilot and adhered to by all staff.

Takeaway: Protocols were required to protect students' and families' information.



Success in Meeting Pilot Program Goals

At the launch of the pilot, five goals were identified to guide the overall success of the program. Now, after the three-year effort, the program can be reviewed comprehensively to consider whether the STPP promoted transit in the county and benefitted students and families as initially intended.

Goal #1: Reduce barriers to transportation access to and from schools

From Year One to Year Three, the program expanded from 9 to 21 schools and participation rose to more than 11,100 participants. Most of the schools involved in the program for multiple years experienced steady growth in participation rates, indicating that as program awareness grew, there was more buy-in from students, families, and schools.

In each of the three years of the pilot, at least 10 percent of participants reported in student surveys that they missed fewer school days since receiving their bus transit pass. Moreover, school staff indicated that the pass was particularly helpful with students who had attendance challenges.

A steady increase in participation, as well as anecdotes provided by school staff, suggest that the program reduced students' transportation barriers and improved overall access to and from school.

Goal #2: Improve transportation options for Alameda County's middle and high school students

Feedback provided by students and school staff illuminated the ways in which the pilot improved transportation for the County's middle and high school students. The pass encouraged students to use transit more often, enabling them to access jobs and extra-curricular activities. The pass provided students with a new sense of freedom, which eased household logistics and coordination, reducing the need for working parents to organize school pickup and drop-off. As an unforeseen benefit, the STPP allowed participating schools to enrich their classroom experiences with field trips and afterschool programming that was cost-prohibitive prior to the STPP.

Goal #3: Build support for transit in Alameda County

A free transit pass has helped families reallocate income toward housing, meals, or other critical household expenses. Increased ridership generated by the STPP supported growth and stabilization of transit ridership levels in several areas across the county. Analysis conducted by AC Transit during Year Two showed that ridership increases did not cause any new problems with crowding or vehicle capacity.

The program built support for transit in Alameda County by alleviating the financial burden that transportation has on many families and encouraging young people to become transit riders.

Goal #4: Develop effective three-year pilot program

The structure of the three-year pilot allowed the project team to make iterative changes to improve and refine the program design in each year of the pilot. Alameda CTC staff and consultants created protocols and procedures for all aspects of the program. The effort was effective: despite expanding to more schools and more participants every year, the share of annual costs devoted to administrative effort declined.

The pilot approach, paired with a consistent project team, made for a smooth transition to the expanded, longer-term program.

Goal #5: Create a basis for a countywide student transit pass program (funding permitting)

The level of interest and support that arose from the pilot and the pilot's success in meeting the program goals created a basis for a countywide student transit pass program. The success of a long-term program is dependent on the continued coordination with school districts and transit operators and funding. Up-front meetings with school district representatives and principals, onboarding meetings with site administrators, and active communication between program administrators, transit agencies and schools were, and will continue to be, important for the long-term program success.

Takeaway: There is a strong sentiment that the pilot successfully met the program's five goals. The STPP has been instrumental in encouraging students to use transit across the county, it has improved many families' financial health, and thanks to the pilot's iterative approach, it has set the groundwork for a long-term, countywide program.

Future of Program

As a result of the effective implementation and evaluation of the STPP to date, in December 2018 the Commission approved continuation and phased expansion of the program beyond the pilot period, which ended July 31, 2019. The STPP will be expanded according to the following principles:

- Continue the program in all currently participating schools
- Maintain financial need as a key criterion for expansion
- Focus on students at schools with transit service

- Follow school district-based expansion
- Phase expansion gradually over time

The STPP plans to incorporate all public middle and high schools with transit service in Alameda County within the next five years. At the end of the phased expansion, over 144 schools and approximately 85,000 students will have access to the program. Figure 4 provides a summary of the criteria that are being used to determine schools for expansion.

Figure 4 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 Means-Based/Free model in all other districts
Transit Service	Schools must be within $\frac{1}{4}$ mile of a bus route
Existing Transit Service Capacity	Discussions with transit agencies affected by 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

Based on lessons learned from the pilot program, the Commission adopted a largely Means-Based/Free program except for school districts in which a very high percentage of students are eligible for the Free and Reduced-Price Meals program (FRPM), which is determined based on household income.

For initial phases, districts where 75 percent or more of student body are eligible for FRPM will qualify for a Free/Universal program, while all other districts will 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.

Going forward, the STPP is going to transition all students from an adult Clipper card to a youth Clipper card. A youth Clipper card not only has the free bus pass loaded onto it, but it also allows students to access youth discounted fares at

other transit agencies, including a 50 percent discount on all BART fares if they add e-cash to the card.

Alameda CTC will continue to conduct evaluation of the program through the expansion period, using a streamlined and focused set of evaluation criteria (participation rate, frequency of pass usage, transit ridership and capacity, and program costs) based on lessons learned during the pilot period. Evaluation will continue to occur annually for the first three years of the program and will include recommendations for program improvements as appropriate.

The Commission-approved goals for the expanded program are:

- 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

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Memorandum

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• www.AlamedaCTC.org

DATE: February 3, 2020

TO: Planning, Policy and Legislation Committee

FROM: Tess Lengyel, Executive Director

SUBJECT: Federal, state, regional, and local legislative activities update

Recommendation

This item is to provide the Commission with an update on federal, state, regional, and local legislative activities.

Summary

Each year, Alameda CTC adopts a legislative program to provide direction for its legislative and policy activities for the year. 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 2020 Alameda CTC Legislative Program is divided into six sections for Transportation Funding, Project Delivery and Operations, Multimodal Transportation, Land Use and Safety, Climate Change and Technology, Rail, Partnerships. Partnership throughout the Bay Area and California on legislation and policy issues will be key to the success of the 2020 Legislative Program

Background

The Commission approved the 2020 Legislative Program in January 2020. The purpose of the legislative program is to establish funding, regulatory, and administrative principles to guide Alameda CTC's legislative advocacy.

Each month, staff brings updates to the Commission on legislative issues related to the adopted legislative program, including recommended positions on bills as well as legislative and policy updates. Attachments A and B are updates that include information from Alameda CTC state and federal lobbyists, Platinum Advisor and CJ Lake, respectively. Attachment C is the Alameda CTC adopted legislative platform.

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

Attachment:

- A. State Update
- B. Federal Update
- C. Alameda CTC 2019 Legislative Program



January 31, 2020

TO: Tess Lengyel, Executive Director
Alameda County Transportation Commission

FR: Steve Wallauch
Platinum Advisors

RE: **Legislative Update**

CTC & Caltrans: At this week's meeting of the California Transportation Commission (CTC) a new chair, vice chair, and executive director were announced. Commissioner Paul Van Konyneburg was elected the next chair of the Commission, and Commissioner Hilary Norton was named vice chair. In addition, Assembly Speaker Anthony Redon has appointed Joseph Lyou to the CTC. Mr. Lyou is the President of the Coalition for Clean Air and will bring a unique perspective the Commission.

With the retirement of the CTC's current Executive Director, Susan Branson, the Commission announced the Mitch Weiss, the current Chief Deputy Director, will be the next Executive Director of the CTC. Mr. Weiss starts his new role today, January 31st.

In addition, there have been several staff changes at Caltrans. With the retirement of Steve Takigawa, Deputy Director of Maintenance & Operations, Jeanne Scherer, Chief Legal Counsel, and Clark Paulsen, Division Chief of Budget, Director Omishakin has brought in new faces and created new positions. This includes naming Rachel Carpenter to the new created position of Chief Safety Officer, Jeanie Ward-Waller as the Deputy Director of Planning & Modal Programs, Mike Keever as Chief Engineer and Director of Project Delivery.

Budget: Both the Senate and Assembly Budget Committees met last week to hear an overview of the governor's proposed 2020-21 budget from the Department of Finance and the Legislative Analyst's Office. Legislators seemed generally pleased with the administration's first pass, however there were a few themes that will clearly be more thoroughly vetted throughout the budget process. These items include homelessness policy and funding; early childhood education and K-12 funding levels; the reduction in funding proposed for the AB 617 program (Chapter 136, Statutes of 2017), which reduces air pollution exposure in communities most impacted by air pollution; and questions about whether some of Newsom's new departments or reorganizations are necessary.

Unlike last year, homelessness and housing will be debated in both the Senate and Assembly Budget Subcommittees on State Administration and the Senate and Assembly Budget Subcommittees on Health and Human Services. This is because the governor's proposal for \$750 million for a new Access to Housing and Services Fund would be funneled through the Department of Social Services and not through the Business, Consumer Services, and Housing Agency as it was in 2018-19 for the Homeless Emergency Aid Program and in 2019-20 for the Homeless Housing, Assistance and Prevention program. The Senate Budget Committee will hold an informational hearing on housing and homelessness on February 27.

Homelessness Executive Order & Public Transit: With the governor's release of his 2020-21 budget proposal, homelessness tours around the state, and his task force on homelessness releasing their recommendations, Sacramento lawmakers have much to evaluate in terms of homelessness policy and funding before June. In addition, earlier this month Governor Newsom issued Executive Order N-23-20 relating to the homeless crisis facing the state.

The Executive Order directs several state agencies to act on a wide range of issues including directing Caltrans to develop a model lease agreement for cities and counties to use when leasing Caltrans property for emergency shelter services, and directing the Department of General Services to utilize state owned tents and trailers for housing.

The Order calls for the creation of a multi-agency strike team that will be coordinated by the Homeless Coordinating and Financing Council. These strike teams are intended to provide technical assistance to and support to cities, counties, and *public transit districts*. In addition, the Order urges cities, counties, public transit districts and others to examine their own ability to provide shelter on a short-term emergency basis by utilizing any vacant or surplus property.

Governor Newsom included public transit in this order because transit in many ways is on the front line of the homeless crisis. There are no specific actions transit agencies are required to take, but the Order encourages public transit agencies to be part of the partnership at the local level as these action plans are developed and implemented.

LEGISLATION

More Free Transit Passes: Earlier this month Assemblywoman Gonzalez amended AB 1350 to mandate transit operators to provide free transit passes to youth 18 years of age or younger. This week Assemblyman Kansen Chu introduced AB 2012 to also require transit operators to provide free transit passes to anyone 65 years old and over. AB 2012 is structured identical to AB 1350 in that if a public transit operator wants to receive State Transit Assistance (STA), Transportation Development Act (TDA) or Low Carbon Transit Operations Program funds then it shall provide free transit passes.

Alameda CTC previously adopted a support position on AB 1350 when it proposed a grant program. Assemblywoman Lorena Gonzalez, who chairs the Assembly Appropriations Committee, has stated when presenting AB 1350 that she intends to address the fiscal impact of this bill as it moves through the Senate. While her intentions are greatly appreciated,

Alameda CTC may want to reconsider its position on AB 1350 while amendments are being negotiated.

Tramways: Assemblywoman Laura Friedman has introduced AB 1991, which would amend the authorizing statute for the Transit and Intercity Rail Capital Program (TIRCP) to include passenger tramways as an eligible project that can compete for TIRCP funding.

Housing: There have been numerous housing related bills introduced last year, and more to come this year. One of the more controversial proposals has been SB 50 (Wiener), which was held in the Senate Appropriations Committee last year. However, SB 50 was amended this month to provide a little more flexibility. Even with the amendments, Senator Portantino, who chairs the Senate Appropriations Committee still did not support the bill.

Facing a questionable fate in Senate Appropriations, Senate Pro Tem Toni Atkins took the unusual step to withdraw SB 50 from Senate Appropriations and refer it to the Senate Rules Committee. Senate Rules then referred the bill to the Senate Floor.

This week SB 50 failed on the Senate Floor – twice. Up against the House of Origin deadline, Senator Wiener presented the bill on 29th where it fell three votes short of the 21 votes needed. He tried again the next day with no change. The votes did not follow any political ideology, but the viewpoint of the Senator's districts. While SB 50 has reached its end, the issue of promoting housing development will continue. Before adjourning for the week, President Pro Tem, Toni Atkins made it clear that compromise from all sides will be required because as she stated a housing production bill will pass this year.

Senator Wiener has already introduced two spot bills on housing.

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Intergovernmental Affairs

Special Report
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Special Report
***House Democrats Release Framework for
Comprehensive Infrastructure Package***

January 29, 2020

This morning, House Democrats [released](#) a \$760 billion [framework](#) for a five-year legislative package to make federal investments in our national infrastructure. This effort, known as the ***Moving America Forward Framework***, is led by Transportation and Infrastructure (T&I) Committee Chairman **Peter DeFazio**, Energy and Commerce (E&C) Committee Chair **Frank Pallone**, and Ways and Means Committee Chairman **Richard Neal**. It suggests that the House will move a comprehensive legislative package focused on highways, transit, rail, freight, airports, ports, wastewater and drinking water infrastructure, broadband, and brownfields. This [fact sheet](#) provides additional information on each portion.

As we write this *Special Report*, the Ways and Means Committee is holding a hearing to [examine](#) revenue solutions to address the solvency of the Highway Trust Fund and pay for those provisions of the legislation. Therefore, highways and transit programs included in the framework do not have specific funding levels for key formula and discretionary grants of concern to local governments and transportation agencies. Members are considering a number of revenue options to ensure future solvency, including raising the gasoline tax and indexing it to inflation as favored by Chairman DeFazio. T&I Committee Ranking Member **Sam Graves** is advocating for the adoption of a national vehicle miles traveled (VMT) policy to promote equity.

We understand that the T&I Committee plans to release its surface transportation reauthorization bill – the successor to the *Fixing America's Surface Transportation (FAST) Act of 2015* – sometime in the months ahead, likely in early spring. Once House leaders identify the appropriate path to move forward regarding revenue streams, the relevant committees of jurisdiction including the T&I, Ways and Means, and E&C committees will need to take votes to pass the measure before the full chamber considers it. The three committee leaders and Speaker **Nancy Pelosi** maintain that this comprehensive infrastructure legislation is a top priority for the 116th Congress.

If approved by the House of Representatives, the lower chamber will then have to reconcile differences between this legislation and the *America's Transportation Infrastructure Act (ATIA)*, passed by the Senate Committee on the Environment and Public Works (EPW) last summer. That bill is still awaiting titles from other authorizing committees – the Committee on Banking, Housing, and Urban Affairs and the Committee on Commerce, Science, and Transportation – in addition to a full vote on the Senate floor. However, Senate Republicans have already laid the groundwork to facilitate federal investments to curb emissions from the transportation sector. Some of those new programs would be authorized under the first-ever climate title of a highway bill, which was included in ATIA under the leadership of EPW Committee Chairman **John Barrasso** and Ranking Member **Tom Carper**.

Please see our summary of key programs and dollar amounts included in the framework below for your reference. Although we lack certainty regarding some aspects of the highways and transit titles until we see a full bill, we would be glad to answer any questions you may have regarding this framework. We strongly recommend that you engage with your Congressional delegation regarding any issues of concern with the policies or programs outlined in the framework in the immediate days and weeks ahead.

Highways, Transit, and Rail

The framework authorizes \$489 billion for highway, transit, and rail investments, including:

- \$319 billion for highway funding;
- \$105 billion for transit funding;
- \$10 billion for safety investments; and
- \$55 billion for rail investments.

This framework prioritizes the “Fix It First” approach to maintaining existing infrastructure in a state of good repair, including roads, bridges, tunnels, and ferry systems. House leaders prioritize federal funding for repair or replacement of bridges that are in poor condition, including those in rural areas. It would authorize a multi-year national pilot program to test revenue collection and distribution. The goal of that pilot would be to ensure the future viability and equity of surface transportation user fees, including examination of VMT fees. On distribution, the House seeks to expand decision-making over federal funds to other levels of government and provide additional authority to metropolitan planning organizations that demonstrate capacity to administer those funds. It would amend the sub-allocation process for highway programs to ensure that mid-sized communities receive adequate federal dollars. The House also wants to authorize technical assistance for units of local and tribal government to improve their independent capacity to receive and administer federal funds and deliver projects.

House Democrats advocate for robust investment in reducing carbon emissions. States would be required to measure greenhouse gas emissions and develop and implement policies and projects to reduce pollution from the transportation sector. They would boost investment in alternative transportation projects, including enhanced access for public transportation, ferries, cycling, and walking. The plan calls for funding to increase the capacity of new and existing transit systems. House Democrats call for some reforms to the Federal Transit Administration (FTA) Capital Investment Grant (CIG) Program to ensure that New Starts, Small Starts, and Core Capacity projects are reviewed and approved quickly so funds can be obligated. Those reforms would ensure that FTA prioritizes new capacity that “reduces congestion and mitigates greenhouse gas pollution.” Congress will make robust investments in buses and facilities, especially zero emission buses.

Other climate initiatives include reforming the Congestion Mitigation Air Quality (CMAQ) program to better prioritize zero emission investments. The framework provides federal funding for States, local governments, and Metropolitan Planning Organizations (MPOs) to build alternative fuel infrastructure for zero emissions vehicles along designated highway corridors. Funding would be available for freight and goods movement projects that reduce carbon emissions. House Democrats seek to create cleaner communities around these facilities and cut pollution by deploying innovative technologies to reduce congestion in urban areas. The framework also creates a new program to protect at-risk transportation assets, seeking to prevent failure by increasing resiliency to climate change and natural disasters.

The framework provides funding for projects of regional and national significance, and it would likely be similar to the BUILD Discretionary Grant Program currently administered by the U.S. Department of Transportation. Congress would establish eligibility criteria and reduce the discretionary influence of the Secretary of Transportation in project selections for award.

Other policy items of note include a requirement that States and metropolitan planning organizations (MPO) modernize their project planning process. States and MPOs would need to prioritize consideration of all system users and their access to

job, housing, and a variety of transportation options, especially in underserved communities.

Regarding labor provisions, House Democrats seek to invest in workforce development programs to promote family-wage careers in transportation and ensure that the “workforce of today can build the transportation systems of tomorrow.” It would streamline Buy America reporting requirements with a centralized process for domestic content to ensure manufacturers are consistent. It also improves the Disadvantaged Business Enterprise (DBE) Program to better facilitate the participation of woman- and minority-owned businesses in transportation projects.

Finally, the framework would support new or improved intercity, commuter, or higher-speed passenger rail corridors, promoting resiliency from climate change while seeking to improve on-time passenger rail service. It will support Amtrak’s complete passenger rail network and help the system modernize its equipment and comply with ADA regulations. House Democrats seek to improve safety outcomes in communities with grade crossings.

Aviation

The framework authorizes \$30 billion for aviation investments. It increases the cap on the Passenger Facilities Charge (PFC), indexing it to inflation. This will increase revenue for airports to invest in terminals, runways, taxiways, and critical landside development projects that are currently ineligible for AIP funding. It will help airports bolster resiliency from climate change and prepare for anticipated growth and increasing traveler demand. The framework would establish the Airport and Airway Investment Program, authorized under the Airport and Airway Trust Fund. The new program would fund modernization projects of national or regional significance that enhance airport and airspace capacity and reduce carbon emissions. House Democrats would invest in research and development for new aircraft and technologies, including hybrid and electric aircraft, and for sustainable aviation fuels. It will also invest in research on noise mitigation for communities adversely affected by air travel.

Water Infrastructure and Energy

The framework authorizes \$142.6 billion for water infrastructure and energy investments, including:

- \$19.7 billion for improvements through the Harbor Maintenance Trust Fund;
- \$10 billion for water resources investments, including:
 - \$7 billion to address the U.S. Army Corps of Engineers (Corps) backlog; and
 - \$3 billion for inland waterways;
- \$47.1 billion for water infrastructure, including:
 - \$40 billion for the Clean Water State Revolving Fund (SRF); and
 - \$5.6 billion for *Clean Water Act (CWA)* grant programs;
- \$25.4 billion for drinking water investments, including:
 - \$22.9 billion for the Drinking Water State Resolving Fund;
 - and \$2.5 billion to address per- and poly-fluoroalkyl (PFAS) contamination; and
- \$34.3 billion for clean energy investments, including:
 - \$1.25 billion for *Diesel Emission Reductions Act (DERA)* programs;
 - \$17.5 billion for Energy Efficiency and Conservation Block Grants (EECBG) for local government projects;
 - \$1.85 billion for home and school energy efficiency retrofits; and
 - \$1.5 billion for electric vehicle (EV) infrastructure.

Clean energy investments include \$17.5 billion for Energy Efficiency and Conservation Block Grants (EECBG) for local governments to undertake a variety of eligible activities. This program was last authorized under the American Recovery and Reinvestment Act of 2009 and it is a priority of the U.S. Conference of Mayors. The framework would also authorize an additional \$2.25 billion in new grants for distributed energy systems and solar installations in low-income and underserved communities. It would provide \$1.85 billion for home and school efficiency retrofits and \$1.75 billion for weatherization grants and programs to promote smart buildings.

Nearly \$23 billion would be invested in our national drinking water systems through the following programs: the Drinking Water State Revolving Fund (SRF), the Indian Reservation Drinking Water Program, School and Child Care Program Lead Testing Grants, Lead Drinking Fountain Replacement, Community Water System Risk and Resilience Grants, and Public Water System Supervision Grants. House Democrats want to establish new requirements to prevent the discharge of industrial chemicals including per- and polyfluoroalkyl substances (PFAS) into our waterways. The U.S. Environmental Protection Agency (EPA) would provide support to municipalities to install detection and treatment technologies with \$1 billion in new Federal assistance to help communities address ongoing per- and polyfluoroalkyl substances contamination. It would create a \$2.5 billion grant program for drinking water systems to address contamination from perfluorinated chemicals. The framework would authorize a \$15 million pilot to promote energy-efficient water distribution systems.

The bill allows for the full utilization of the Harbor Maintenance Trust Fund (HMTF) for port operation improvements and maintenance dredging. House Democrats are prioritizing investments in the backlog of existing State and local water infrastructure projects. The legislation establishes new minimum allocations water infrastructure investment authorities in rural and small communities and creates a Municipal Ombudsman within EPA to provide training and technical assistance to those areas. To improve affordability, it mandates that States provide ten to thirty percent of Clean Water SRF assistance to local wastewater efforts and for EPA to develop a report on methods to increase local affordability through technical and financial assistance. On resilience, it establishes a "Green Reserve" through State utilization of a minimum of 15 percent of Clean Water SRF capitalization grants toward energy- and water-efficiency, new grant authority for wastewater treatment resilience, and requires State and local governments to biennially assess the costs of their water infrastructure needs. It makes permanent a pilot program to aid cities in addressing wet weather, stormwater, and nonpoint source management projects. It also reaffirms existing Buy America requirements to ensure water infrastructure investments utilize domestically-produced iron and steel components.

Economic Development and Brownfields

The framework authorizes:

- \$2.7 billion for brownfields programs.

The framework would provide \$2.45 billion for the EPA brownfields redevelopment grants program for units of local government to reclaim and reuse abandoned and contaminated properties.

Telecommunications, Broadband, and Smart Cities

The framework authorizes \$98 billion in telecommunications investments, including:

- \$86 billion in broadband investments, including:
 - \$80 billion for broadband in unserved and underserved communities;
 - \$5 billion for low-interest loans for broadband deployment; and
 - \$1.14 billion for digital equity investments;
- \$12 billion for Next Generation 9-1-1 implementation; and
- \$850 million for Smart Communities infrastructure.

The framework would authorize \$850 million to support “Smart Communities” infrastructure investments through grants and technical assistance (TA). The Department of Commerce’s Smart Cities demonstration project would be expanded to include small and mid-sized cities. It would authorize the Cities, Counties, and Communities energy program at the U.S. Department of Energy to support the adoption of clean energy in development and redevelopment efforts. This title also authorizes \$300 million for the Clean Cities Coalition Network Program to expand development of alternative fuel infrastructure and \$925 million for State and local government to support electrification of the transportation sector.



2020 Alameda County Transportation Commission Legislative Program

The legislative program herein supports Alameda CTC's transportation vision below adopted for the 2020 Countywide Transportation Plan:

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www.AlamedaCTC.org

"Alameda County residents, businesses and visitors 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 measurable performance indicators. Our transportation system will be:

- **Accessible, Affordable and Equitable** – Improve and expand connected multimodal choices that are available for people of all abilities, affordable to all income levels and equitable.
- **Safe, Healthy and Sustainable** – Create safe facilities to walk, bike and access public transportation to promote healthy outcomes and support strategies that reduce adverse impacts of pollutants and greenhouse gas emissions by reducing reliance on single-occupant vehicles.
- **High Quality and Modern Infrastructure** – Upgrade infrastructure such that the system is of a high quality, is well-maintained, resilient and maximizes the benefits of new technologies for the public.
- **Economic Vitality** – Support the growth of Alameda County's economy and vibrancy of local communities through an integrated, reliable, efficient, cost-effective and high-capacity transportation system."

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.
	Ensure cost-effective project delivery	<ul style="list-style-type: none">• Support efforts that reduce project and program implementation costs.• Support funding and policies to implement transportation projects that create jobs and economic growth, including for apprenticeships and workforce training programs.
	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 high-occupancy vehicle (HOV)/express lane expansion in Alameda County and the Bay Area, and efforts that promote effective and efficient lane implementation and operations.• 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 support the linkage between 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 and detailed 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; and address parking placard abuse. • 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. • Support efforts to increase transit priority throughout the transportation system, such as on freeway corridors and bridges serving the county.
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 and trucks. • 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.
Rail Improvements	Expand goods movement and passenger rail funding and policy development	<ul style="list-style-type: none"> • Support a multimodal goods movement system and passenger rail services that enhance the economy, local communities, and the environment. • Support policies that enhance Bay Area goods movement and passenger rail 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 and passenger rail 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 and passenger rail infrastructure and programs. • Leverage local funds to the maximum extent possible to implement goods movement and passenger rail investments in Alameda County through grants and partnerships with regional, state and federal agencies.
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 and interregional transportation problems and support governmental efficiencies and cost savings. • Partner to increase transportation funding for Alameda CTC's multiple projects and programs and to support local jobs.

Issue	Priority	Strategy Concepts
		<ul style="list-style-type: none">• Support efforts to maintain and expand local-, women-, minority- and small-business participation in competing for contracts.

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