

Metropolitan Transportation Commission Programming and Allocations Committee

July 11, 2012

Item Number 4a

Subject: Funding Options for Low-Income Transit Pass Programs.

Background: In May, 2012, staff presented requests from the San Francisco Municipal Transportation Agency (SFMTA) and from the Santa Clara Valley Transportation Authority (VTA) for MTC to provide funding in support of low-income transit pass pilot programs. In June, staff returned with a recommendation to fund the programs, at less than requested levels but within the amount of available funding. With the amount of available regional funding at \$5 million from prior carryover funds in the Climate Program, staff's proposal in June was to provide SFMTA with \$4 million and VTA with \$1 million for their respective pilot programs, with certain funding and implementation conditions. This was less than the amount of regional funding requested. In addition, Committee members expressed a broad range of concerns about the staff proposal, including the fairness of funding only two pilots and the sustainability of reducing farebox revenue at a time of operating subsidy shortfalls.

The Committee did not refer a recommendation to the Commission, and directed staff to return in July with alternative proposals that considered long-term sustainability as well needs throughout the region. They also asked that staff consider a request from Alameda County, if received, and provide additional regional-level information as well as summarize prior experience with free youth passes on AC Transit. This item responds to the Committee's direction.

Requests for Funding

As background, in April MTC received two requests for funding to support low-income transit pass pilot programs. Since that time, VTA has sent a revised proposal (see attached letter dated June 29). The table below summarizes the requests from the San Francisco Municipal Transportation Agency (SFMTA) and the revised request from Santa Clara Valley Transportation Authority (VTA).

Sponsor	Proposal	Duration	Total Cost	Request for Regional Funding
SFMTA	Free Transit Service for Low-Income Youth (age 5-17)	22 months	\$9.4 million	\$5.0 million
VTA	Discounted Monthly Passes to Low-Income Adults not Currently Eligible for Transportation Benefits	24 months	\$4.0 million	\$2.0 million
Total			\$13.4 million	\$7.0 million

The San Francisco pilot program would provide free transit service for approximately 40,000 low-income San Francisco youth, ages 5-17, who use a Clipper card. The current cost for a monthly youth pass is \$22, after a \$1 increase on July 1.

The revised VTA pilot program proposes to focus on 3,700 low-income adults in Santa Clara County that are not currently receiving transportation benefits. These individuals would be provided with discounted \$25 monthly transit passes, 65% less than the standard monthly pass, for a period of two years. The eligibility and distribution process would be managed by the Santa Clara County Social Services Agency using the Clipper card.

In addition, staff has received a request from the Alameda County Transportation Authority (ACTC) for regional support for a student pass program that is planned to be introduced if Alameda County's additional transportation sales tax measure ("Measure B3") is approved in November. The request is for \$5 million, with a portion in the near-term to support the development of the program and the remainder in a reserve to match Measure B3 should it be approved. The letter dated June 28, 2012 is attached for reference.

Prior Experience with AC Transit Free Student Passes

At the June meeting, Commissioners asked for more information on the AC Transit Free Student Pass. In 2002, AC Transit began a two year demonstration project to provide free bus passes to low income middle and high school students, and to reduce the monthly youth pass cost from \$27 to \$15. Funding was provided by the MTC Low Income Flexible Transportation (LIFT) program, which was the predecessor to the current Lifeline Transportation Program, as well as from AC Transit and several non-profits. Across the AC Transit service area, nearly 25,000 free passes were distributed. However, financial challenges at AC Transit led to the free pass program being halted after the first year.

The Institute of Transportation Studies at UC Berkeley evaluated the impacts of the program (*Noreen McDonald, Sally Librera, Elizabeth Deakin, and Martin Wachs, UCB-ITS-RR-2004-2*), though the authors state that the limited duration of the program made it difficult to gauge the effects. Some of the major findings from the UC Berkeley evaluation were:

- Neither attendance nor students' grades significantly changed with the implementation of the free bus pass.
- After school program coordinators reported increased participation by students during the year of the program.
- The overall proportion of children riding buses remained relatively constant, however some groups did appear to change their behavior, including students who rode the bus more frequently during non-school hours.
- Ridership patterns varied across low income students of different backgrounds, and students' decisions were affected by factors other than cost, such as perceptions of safety and familiarity with the transit system.
- Bus ridership and route operations were not strongly affected by the free pass program, however AC Transit did experience a decline in revenues from youth fares.

Regional Context: Free or Reduced Fare Low-Income Youth Fares

During the discussions at both the May and June meetings, Commissioners expressed concern about a pilot program limited to two counties in the region, citing needs throughout the region. There was also concern about the lack of information on the cost of a comprehensive regional program. To provide more regional context, staff has worked with our fare pricing consultant, CH2MHill, to evaluate the revenue loss associated with providing a low-income youth discount for the seven large transit systems in the region. While a free or reduced fare program could be considered for all transit systems, the data on the smaller systems is not currently available. However, because the larger systems comprise 95% of the region’s fare revenue, the information below should give a fairly accurate estimate of the revenue loss and therefore subsidy necessary to support a regional program. The table below shows the subsidies that would be needed to support free fare programs for low-income youth as well as discounted programs at 75% and 50% off of youth fares for low-income youth. As shown, the annual revenue loss regionally ranges from roughly \$8 million to \$15 million.

Estimated Revenue Losses/Subsidies Needed for Low Income Youth Fare Scenarios
Amount shown are annual and in million \$s

Operator	Low Income Youth Free	Low Income Youth at 75% Discount off of Youth Fare	Low Income Youth at 50% Discount off of Youth Fare
AC Transit	\$2.96	\$2.22	\$1.48
BART	\$2.06	\$1.55	\$1.03
Caltrain	\$0.70	\$0.52	\$0.35
Golden Gate Transit	\$0.48	\$0.36	\$0.24
San Francisco MTA	\$4.71	\$3.53	\$2.35
SamTrans	\$1.02	\$0.77	\$0.51
Santa Clara VTA	\$3.30	\$2.47	\$1.65
Total	\$15.22	\$11.42	\$7.61

It is important to note that no induced demand is assumed in the analysis above, therefore, the ridership levels are assumed constant. This is conservative from a revenue loss perspective, but for operators that experience peak loading, there may be a cost to provide additional service should ridership increase. This would be partially offset by increased revenue in the reduced fare options. Administrative costs are not included, and would be have to be further defined based on the approach for the discount program.

Options for Low Income Passes

This month staff is presenting three options for consideration:

1. Focus on the San Francisco pilot program in the near-term and establish a reserve within the OneBayArea climate program that could support future pilots, including Santa Clara and Alameda’s proposals, when they are further along in development.
2. Support three pilot programs – the San Francisco and Santa Clara pilot programs as well as some funding for development of the Alameda pilot program and a reserve should their Measure B3 be approved in November and they obtain transit operator support to proceed.
3. Establish a framework for a regional reduced fare (50% discount) program for low-income youth.

Option 1: Focus on San Francisco's Low-Income Youth Pilot and Establish a Reserve for Future Pilots

The three proposals before the Committee are not at the same stage in their development. San Francisco's pilot program has benefitted from extensive public dialogue and vetting, and has received the support of the Board of Supervisors as well as the SFMTA. Therefore, option one would focus on the San Francisco pilot program, but establish a reserve that could support some future pilot efforts, including Santa Clara and Alameda once the two counties are further along in development.

As noted last month, there is currently \$5 million in carryover Climate program funds. There is also \$20 million set-aside for future Climate Initiative priorities in the OneBayArea Grant (OBAG) program. This approach would direct \$3 million from the OneBayArea Grant program for future transit pass pilots, and maintain \$17 million to support implementation strategies identified in Plan Bay Area to achieve emission reductions per SB375. Providing \$4 million to San Francisco for a modestly down-scoped pilot would, therefore, allow another \$4 million to support future pilot projects elsewhere in the region. The Commission could review additional pilot candidates in early spring 2013, allowing more time for development and allowing for deployment next fiscal year, FY2013-14. The San Francisco pilot could proceed in the coming school year.

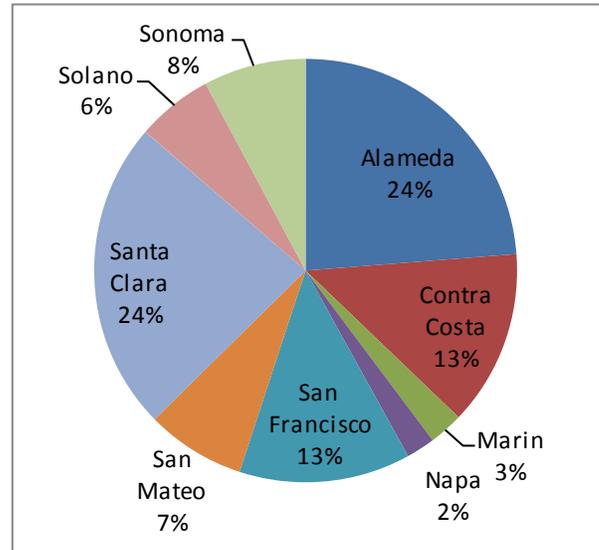
Option 2: Support Low-Income Transit Passes in San Francisco, Santa Clara, and Alameda Counties

This option would support the SFMTA and VTA pilot programs at the funding levels proposed last month, \$4 million and \$1 million, respectively, for a total of \$5 million. As a reminder, the split between San Francisco and VTA was based roughly on the relative number of individuals that will be served in the two programs. In addition, this option would provide \$0.5 million in funding now for Alameda County to support the development of their youth-focused transit pass. Should Measure B3 be approved in November 2012, the program scope be defined, and agreements with transit operators be secured, up to \$2.5 million more would be available as match to local money in supporting the pilot program. The final amount could similarly be sized based on the target population of Alameda County's pilot as well as the availability of other matching funds.

Under this option, \$5 million in Climate Program carryover funds and \$3 million from the OBAG Climate Program would be needed to support the \$8 million pilot programs. As noted in Option 1, the SFMTA pilot program scope or duration can be adjusted to reflect the slightly lower funding level proposed. Also, as compared to last month, the VTA pilot would no longer be free but would instead reflect deep discounts for low-income adults. MTC staff encourages SFMTA and VTA, and the transit operators in Alameda County should they choose to participate, to consider longer term shifts in fare policies that would make these low-income fare programs sustainable should they be deemed successful and continued.

Option 3: Framework for a New Regional Reduced Fare Program for Low Income Youth

This option would introduce a new, region-wide framework to provide reduced fares for low income youth, with funding potentially available starting in FY2013-14. The program would involve a discount of 50% off the current youth monthly pass costs at the seven largest transit operators, would be for low-income youth only, and would be funded using a portion of the State Transit Assistance (STA) funds from the Lifeline program. It is important to note that STA is currently distributed at the county level based on the poverty population percentages shown in the pie chart at right. Because transit youth ridership does not align well with county poverty population, the approach set forth in this option would take funding off-the-top to support the needs of each transit operator, before distributing the remaining amount by county poverty population to be used for other Lifeline needs/projects.



The primary benefits of this regional reduced fare program include:

- Provides financial relief to support low income youth/families
- Region-wide approach
- More consistent fare policies toward low-income youth – 50% off youth fares
- Long-term funding source identified

The following table illustrates the monthly pass prices, and the potential revenue losses and amount of STA funding that could be provided from the Lifeline program.

Operator	June 2012 Monthly Youth Pass Price	Est. Low Income Youth Pass Price at 50% Discount	Est. Annual Revenue Loss from Low Income Youth at 50% of Youth Fare (in millions)	Potential Regional/Lifeline STA Contribution (in millions)
AC Transit	\$20	\$10	\$1.48	\$1.48
BART*	\$26	\$13	\$1.03	\$1.03
Caltrain	\$37	\$19	\$0.35	\$0.35
Golden Gate/Marin Transit**	\$40	\$20	\$0.24	\$0.24
San Francisco MTA	\$21	\$11	\$2.35	\$2.35
SamTrans	\$36	\$18	\$0.51	\$0.51
Santa Clara VTA	\$45	\$23	\$1.65	\$1.65
Total			\$7.61	\$7.61
			Remaining STA***:	\$4.29

* Monthly pass amount for BART is an average figure; BART does not have a period pass program.

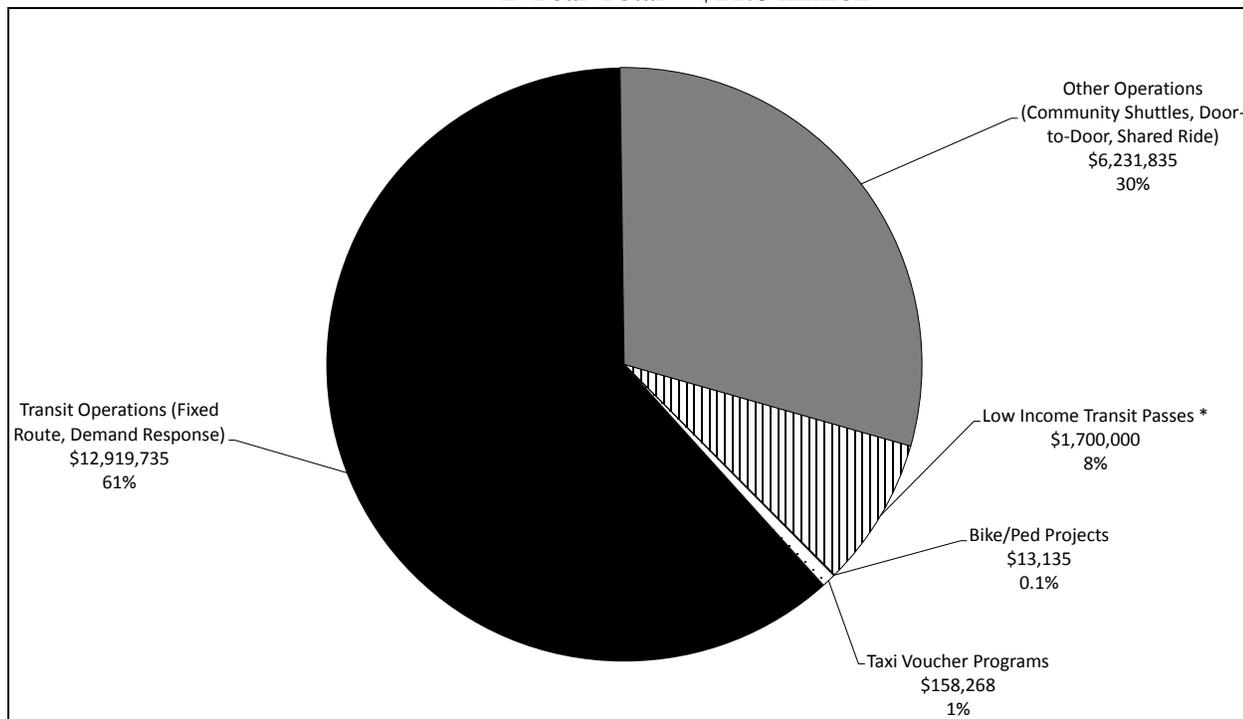
** Monthly pass amount for GG/Marin Transit is the pass amount for Marin Transit; GG does not have a period pass program

*** For distribution by county poverty population.

As noted previously, this analysis does not assume increased ridership. Should ridership increase significantly, additional service costs could exceed the added fare revenues. The analysis also assumes that all listed operators will participate, but this would be subject to actions by the individual transit boards. Lastly, the analysis assumes an STA funding level equal to FY2012-13 levels, about \$11.9 million per year.

The major tradeoff to be considered is the use of Lifeline Transportation Program funding to support this service at roughly \$8 million. Lifeline STA funds are typically programmed by the Counties to support a variety of transit services in low income neighborhoods. Usually these operating funds are in high demand. Using approximately two-thirds of these funds to support a reduced fare program would limit the amount of funds available to support other transit services. The following chart illustrates the variety of programs that are supported by STA funds in the current Lifeline Program cycle.

Lifeline Transportation Program Cycle 3
STA-Funded Projects, by Project Type
2-Year Total = \$21.0 million



*Includes \$1 million for MTC Means-Based Fare Study

If this option were selected, MTC staff would work with the affected operators and the County Congestion Management Agency Lifeline Program staff to determine what is needed to implement this program. This would likely occur in conjunction with, and might effectively supplant, the means-based study that MTC staff was proposing to conduct as part of the current Lifeline Program funding cycle.

Issues:

Staff is seeking direction from the Committee. Should option 1 or 2 be selected, staff would prepare the necessary programming resolutions and forward them to the Commission for July consideration. Should option 3 be selected, staff would return in Fall 2012 with an action plan for moving forward with a regional framework.

Recommendation: Staff is presenting three options for Committee consideration; there is no staff recommendation.

Attachments: Letter from Santa Clara Valley Transportation Authority
Letter from Alameda County Transportation Commission



June 29, 2012

Mr. Steve Heminger
Executive Director
Metropolitan Transportation Commission
101 Eighth Street, 3rd Floor
Oakland, CA 94607-4700

RE: Proposal to Distribute Discounted Monthly Passes to Low-Income Adults
Not Currently Eligible for Transportation Benefits

Dear Mr. Heminger:

The attached proposal represents a revised approach to our pilot project for extremely low-income adults on transit. As recommended at the Programming and Allocations Committee meeting on June 13, we have refined our proposal to focus on low-income adults not currently receiving transportation benefits.

Working in cooperation with People Acting in Community Together (PACT) and Santa Clara County Social Services, we are excited to present this proposal for MTC's consideration. We believe this represents an approach to reaching extremely low-income adults who are hampered in their ability to access public transportation by the cost of a monthly pass. A successful pilot project in this area will provide valuable guidance and direction to MTC and the region on how to potentially address this issue.

As you know, VTA is one of the leaders in attempting to address social equity issues for the low-income population. Our UPLIFT program is considered a major success by Santa Clara County Social Services and VTA. Our work with PACT and our consultant CH2M HILL has provided significant insight into the issues and challenges our low-income population faces most especially in times of serious economic downturn.

While we recognize that the staff recommendation at the last committee meeting was for \$1,000,000.00, the attached proposal uses a \$2,000,000.00 figure as a reasonable amount to establish a pilot project. While we hope it is not necessary, if a lesser figure is awarded, the project is designed in such a way we can either reduce the number of recipients or shorten the time frame for the project.

Mr. Steve Heminger

June 29, 2012

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Thank you for the opportunity to present this revised proposal. Thanks to the efforts of MTC staff and the committee, we have a more focused and potentially more successful project. If you have any questions or need further information, please feel free to contact Ali Hudda at (409) 546-7922 or David Sausjord at (408) 321-5771. We look forward to a successful effort with MTC on this initiative.

Best regards,

A handwritten signature in black ink, appearing to read "Michael T. Burns". The signature is written in a cursive, flowing style.

Michael T. Burns
General Manager

Attachment

cc: VTA Board of Directors
Commissioner Dave Cortese
Commissioner Sam Liccardo

PROPOSAL TO DISTRIBUTE DISCOUNTED MONTHLY PASSES TO LOW-INCOME ADULTS NOT ELIGIBLE FOR TRANSPORTATION BENEFITS

PURPOSE:

To promote transit ridership among low-income clients not currently eligible for transportation assistance and who lack the economic means to afford public transit. Further, to evaluate the success of this pilot project in addressing this critical social need and assess its applicability region wide.

RECOMMENDATION

Authorize the allocation of \$2,000,000 in regional discretionary funding to support provision of monthly transit passes at a discounted price of \$25.00 to a subset of welfare recipients who are not currently eligible for transportation benefits in Santa Clara County for a pilot period of two years.

GOALS

The overall goal of the pilot project is to increase transit use among a population not currently using public transit because of socio-economic status, and to determine whether or not the proposed fare discount will result in minimal revenue loss. With this pilot project, VTA seeks to assess the extent to which fare discounts may increase transit use among a subgroup of potential riders while minimizing revenue loss. If the price reduction is sufficiently well targeted to a very price-sensitive group of low income clients that do not currently use transit because of cost, substantial revenue loss could be offset by the new fare-paying riders. By better understanding how to best target fare reductions to optimize the ridership/revenue trade-off, every transit agency can benefit by improving its pricing strategies.

The goal is to have revenue from increased ridership offset the potential reduction created by the reduced fare.

In addition, the project will use the Clipper card as the fare medium. The project will allow us to establish and refine procedures with County Social Services to administer the program and to assist in determining our mutual ability to control fraud and abuse.

BACKGROUND

People Acting in Community Together (PACT) is a multi-ethnic, interfaith organization of thirty local churches, synagogues and mosques working at a grassroots level and striving to create a more just community. For a number of years, PACT has engaged the Santa Clara Valley Transportation Authority (VTA) regarding the challenges faced by low-income community members in accessing public transportation. PACT has been a strong supporter of the UPLIFT program under which VTA sells quarterly transit passes for the homeless at a greatly reduced price to the County of Santa Clara.

Most recently, in September 2011 PACT invited then VTA Board Chair Margaret Abe-Koga, Vice Chair Ken Yeager, Board Member Sam Liccardo and Ex-Officio Member Dave Cortese to a session on addressing the transportation needs of the homeless and economically disadvantaged. As a result of this meeting, Members Abe-Koga, Yeager and Liccardo addressed a memo to the Transit Planning and Operations (TPO) Committee in November 2011, requesting a study of the impact of potential fare adjustments to accommodate low-income patrons.

At their meeting of December 15, 2011, TPO directed VTA staff to proceed with a study as requested.

Staff proceeded to negotiate a scope of work with consultant CH2M HILL to help VTA review issues and options related to fares and the low income. This scope of work was discussed by the TPO Committee on 2/16/12 and received endorsement both from the Committee as well as from PACT members in the audience. The importance of taking prompt action to establish a pilot program was emphasized by several speakers.

An agreement with CH2M HILL was executed in early March. Consultant staff subsequently devoted most of a week in San Jose, interviewing key stakeholders at VTA and in the community, including County program managers, “safety-net” service providers, PACT members, and other community leaders.

As a result of this work and conversations at MTC regarding this issue, VTA submitted a draft proposal for low income fare assistance to MTC on April 20th. MTC’s Programming and Allocations Committee heard the item on June 13, and Committee members directed staff to return to the July Committee meeting to address outstanding questions of regional equity and sustainability. VTA was asked to address questions about the willingness of Santa Clara County to participate in the proposed pilot. Based on feedback from the Committee and discussions with Santa Clara County, VTA elected to revise its proposal to ensure it would be something that would provide better information for the region, ensure County cooperation, and provide relief to those who currently cannot afford transit.

DISCUSSION

Key to a successful fare subsidy program is to have an efficient and effective process for determining eligibility. As an example, the UPLIFT program leverages an existing service network and eligibility management system, coordinated by Santa Clara County, so that there is minimal administrative expense for VTA and only about one full-time-equivalent employee required to manage the program for the County. Also key to a successful, and sustainable program, is to have a well-defined and bounded target population. Again as an example, the UPLIFT program provides passes only to individuals receiving case management services from homeless shelters or related service providers.

Although VTA's current consultant study is not yet complete, it is clear that there is a strong demand for a pilot program addressing the transit needs of the low-income population. With consideration of such needs currently prominent on the regional agenda, VTA believes that this revised proposal is a suitable candidate for the application of regional funds for a pilot program that can be replicated throughout the region. It is also consistent with the Regional Transit Sustainability policy in that it will enhance ridership, and use of regional funds will minimize impact on VTA's farebox recovery ratio.

In response to stakeholder input and to address the needs of some of the most disadvantaged who are not eligible for UPLIFT, VTA proposes to implement a program of discounted monthly passes for a subset of welfare recipients not entitled to transportation benefits. VTA is working cooperatively with the County of Santa Clara to identify the subset of clients, the criteria for distribution and the effectiveness of the program. VTA proposes to provide a maximum of 3,700 VTA Adult monthly passes valued at \$70.00 each for sale to the identified clients at a discounted price of \$25.00 per month, for a two-year pilot period. This will result in a revenue reduction in the amount of approximately \$4,000,000 compared to the \$70 price for the same population.

Recognizing that there may be additional revenue realized that can be accommodated within the existing service level, the pilot project may help to determine whether a discounted fare for a specific price-sensitive group that currently has no access to transit because of the cost will result in an increase in ridership. This can provide a much-needed benefit to the targeted population and may be accomplished with minimal revenue loss. The effect can only be determined through a pilot project. The resulting information would help to inform the rest of the Bay Area Region as they seek to address this challenging issue.

Regional funding is requested to cover 50% of this revenue loss and VTA will contribute 50%, allowing passes to be distributed at a discounted price to recipients. The Santa Clara County Social Services Agency will determine eligibility through the existing case management system. The passes will be distributed to recipients exclusively on Clipper cards. The participation of the Santa Clara County Social Services Agency directly addresses the issues of eligibility and case management without the need for significant supporting infrastructure.

SUSTAINABILITY:

Determining the long-term sustainability of the project will be a key element in judging success. The results of the pilot project will be determinative in evaluating how to fund this activity or some modification of it on an ongoing basis. This is particularly significant if this approach can be used as a model for similar programs in the region. The ability to evaluate the cost of providing this service without negatively impacting farebox revenue as proposed in this project, will establish the true level of support necessary to make the program sustainable.

A validated, successful pilot project will enhance the region's ability to re-allocate funding internally, seek funding through social grants, and advocate with MTC for funding from federal, state and local sources.

FUNDING REQUEST:

Total cost to provide 3,700 monthly passes for eligible recipients for 24 months would be \$4,000,000. With a 50/50 regional/local split, total required regional funding would be no more than \$2,000,000. VTA would contribute an equal share in the form of fare discounts to enable passes to be distributed at a discount to the eligible recipients through the County.



June 28, 2012

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Executive Director
Arthur L. Dao

Mr. Steve Heminger
Executive Director
Metropolitan Transportation Commission
101 Eighth Street
Oakland, CA 94612

Subject: Request for Funding for Alameda County Student Transit Pass Program

Dear Mr. Heminger:

The Alameda County Transportation Commission requests funding for development and implementation of a student transit pass program in Alameda County to support student access to school, school-related activities, and jobs. Due to the decline in funding for student transportation to school and increases in transit fares, the responsibility for costs of transporting students to school has increasingly been shifted to families, adding a financial burden to them during these hard economic times.

The purpose of the student transit pass program is to expand transit access opportunities to schools for students at all middle schools and high schools throughout Alameda County. The Alameda CTC has developed a 2012 Transportation Expenditure Plan which will go to voters in November 2012 that includes funding for a three-year testing period of different transit pass models in different areas of the county. Based upon analyses of model program effectiveness, the TEP also includes funding to support the most successful programs.

A student transit pass program was strongly advocated for in all our public processes during development of the TEP. At this time, the Alameda CTC requests \$5 million from MTC for both development and implementation of a program. Specifically, Alameda CTC requests an initial \$500,000 for development of the program and the remaining \$4.5 million to be available to match the local sales tax funds, if the TEP is approved by voters in November 2012. Receipt of the \$500,000 now will allow Alameda CTC to continue developing a program that can be ready to implement in the FY 13/14 school year. This initial program could also be used by MTC for the development of a region-wide program in the future, if MTC chooses to do so.

Alameda CTC's program will be developed in an effective manner to provide the maximum amount of funding for student passes balanced with adequate levels of administration, oversight, and evaluation to determine if the program is meeting its objectives and requirements. Objectives of a student transit pass program in Alameda County include:

- **Eliminate barriers to transportation access to schools** to enable increased school attendance and youth engagement in school, after school programs, jobs, and other learning opportunities, with the aim to support improved academic performance

and graduation rates. Barriers may also include the availability of transit service to schools, knowledge about transit service, access to Clipper cards, and parent/student willingness to use transit.

- **Increase transportation options for transit travel to school** with the use of a student transit pass, which may also ease financial burdens on families and reduce greenhouse gas emissions and traffic congestion around schools.
- **Increase student transit ridership with the aim of educating a new generation** of transit riders, including about the relationship between travel choices and their environmental effects, and to improve student experience of using transit.
- **Provide transit passes to all students** in middle and high schools.
- **Leverage other programs** to provide benefit to the model programs implemented including, but not limited to, the Alameda County Safe Routes to Schools Program and the Alameda County Travel Training program (as modified to suit the needs of students), and workforce development-type programs appropriate for high school students.

The Alameda CTC respectfully requests your consideration of funding for our program to expand youth transit access to schools. If you have any questions or need additional information, please contact Tess Lengyel, Deputy Director of Policy, Public Affairs, and Legislation at 510-208-7428.

Sincerely,



ARTHUR L. DAO
Executive Director

Cc: Alameda County Transportation Commission Board Members