

# 4

## Equitable Transportation Access, Benefit, and Participation



## Introduction

Solano County's political leaders began the twenty-first century by embracing an ambitious vision of sustainability that tied together economic, social, and environmental considerations in their community planning and actions. Implementing this type of integrated decision making demands more thoughtful policy and planning consideration and greater organizational and staff effort before proceeding, but it offers a bright future with cleaner air and water, growing financial prosperity, and a shared sense of well-being and involvement for Solano residents, businesses, and visitors.

The single greatest obstacle to reach this bold vision will be ensuring that Solano's most vulnerable populations and disadvantaged neighborhoods can also experience fulfilling lives. Structural and systemic racism is deeply rooted in our nation's history and remains embedded in many financial and governmental regulations, housing policies, healthcare access, policing, and other social practices, in spite of a half century of federal and state civil rights legislation and regulation. The impacts from these inequities and inequalities have fallen disproportionately on historically disenfranchised

and oppressed communities of color and low-income populations. However, these problems are also experienced by others, including those with physical and mental disabilities, strong religious beliefs, gender identity judgments, and age-related limitations.

Breaking down these long-held barriers will require sustained leadership with a heartfelt commitment to core principles of justice and equal opportunity, dedication to understanding the historic and contemporary needs and concerns of different socioeconomic groups, and decision making procedures that invite meaningful participation for all.

Working toward an equitable future must be pursued against a backdrop of rising poverty and growing income inequality around the globe. Increasing income inequality is among the most important challenges facing advanced economies today and is at historically high levels in the U.S. and the Bay Area. Steadfastly high levels of inequality are undermining the fundamental American belief that hard work and fair play pays off, and that opportunities for upward mobility are available to all. Individual trust in the basic fairness of American society is shrinking.





Throughout America, the economy was challenged by the past decade's economic downturn. The rebound has been uneven, and today, California has the dubious distinction of being the least affordable state in the nation when it comes to housing.

In the Bay Area, a strong economic recovery with rising job levels and declining unemployment hasn't benefitted all. Bay Area low-income populations and renters are heavily burdened by skyrocketing rents, worsening an already intense problem of homelessness, and forcing state legislators to act on the need for significantly more affordable housing production and renter protection.

Middle income jobs are growing more slowly relative to the top and bottom of the wage scale. Growing numbers of high-wage workers increase demand for housing in neighborhoods closest to transit with blossoming amenities, such as personal services, restaurants, and public parks. The expanding polarization of wages, combined with limited housing production puts immense pressure on these transitioning neighborhoods' current residents, who are frequently forced to relocate.

As households relocate to more affordable areas within or outside the region, residents may lose not only their homes but also their social networks and support systems. Those who are able to remain are affected as well by the migration of family, friends, and familiar merchants and service providers, as well as the erasure of their historic places and cultural traditions.

The Urban Displacement Project and California Housing Partnership have documented that low-income people of color suffer the most as housing prices rise, and displacement pressures push them into higher poverty, and neighborhoods with limited services. Families face the "double burden" of not only their own poverty, but also the disadvantages of concentrated poverty around them.

People living in poor neighborhoods must endure higher crime rates, police harassment, low-performing schools, worse health outcomes, limited access to goods and services, and fewer job opportunities on

top of their housing and mobility challenges. And, as families move farther from center cities and other job centers in search of more affordable housing, the combined cost of housing and transportation increases with the distance from job centers. These heightened disadvantages affect not just low income residents, but entire communities, by curtailing long-term economic growth potential and limiting the impact of public investments.

As outlined in Plan Bay Area (PBA) 2040, this pattern of displacement has resulted in a significant shift of the lower-income population from urban to suburban and exurban areas with the consequences being social isolation, stress and other negative health impacts, limited access to transit, job opportunities and many amenities and services. More choices for housing close to transit and job centers can relieve this pressure, but the Bay Area's large deficit of housing production dating back to the 1970s will take a long time to eliminate.

These rising housing costs and migration patterns have contributed to new concentrations of segregation and poverty in the region's outer edges, including cities and neighborhoods in Solano County. The housing boom of the mid-2000s offered affordable homeownership, as escalating home prices in the urban core encouraged homeowners to sell their houses for larger homes in Solano and similarly situated suburbs. When the housing bubble burst in 2007, local home values plummeted, and the frenzy of housing construction collapsed when demand dried up, leading to further job losses and increased poverty in Solano's communities.

The population in poverty rose twice as fast in suburban parts of the Bay area compared to its urban centers. The share of the poor living in suburban tracts increased across all racial groups, with the change being highest among African Americans. In 2014, the Vallejo/Fairfield metropolitan area was identified by the U.S. Census Bureau as the most diverse in the nation. MTC's demographic analyses confirm Solano County's greater diversity, including greater concentration of African Americans and Latinos when compared with other Bay Area counties.

Suburbs with growing poverty face a distinct set of challenges. Because they are more geographically isolated from job centers, they lack reliable and affordable transit options to better employment opportunities, have limited social services, educational shortcomings, and limited reserves to prevent layoffs in the public sector.

## Addressing Equity Considerations in the CTP

The STA Board of Directors recognize the value and importance of engaging local residents to help identify and dismantle longstanding obstacles to achieving a safe, innovative, equitable transportation system in Solano County. To help the agency prepare this CTP, an eighteen-person Equity Working Group was established, bringing together a diverse cross-section of elected leaders, non-profit managers, and representatives whose life experiences reflect the challenges facing Solano's vulnerable populations. The group was chaired by Suisun City Mayor Lori Wilson. – with membership also including Fairfield Mayor Harry Price, Vallejo Mayor Bob Sampayan, and Solano County District 4 Supervisor John Vasquez. STA staff supported the ad hoc committee, along with Rutgers University researcher/adjunct professor, Charles T. Brown, MPA of the Alan M. Voorhees Transportation Center and Alta Planning+Design.

The EWG held four meetings between March and October 2019. In addition, EWG members participated in two community workshops, one in Suisun City and the other in downtown Vallejo. STA staff and Professor Brown designed and led an online workshop on May 25th, 2019.

During the course of the Committee's work, members had the opportunity to describe their own understanding of the inequities facing Solano's vulnerable populations. They also learned about key federal and state legislation that has been enacted over the past fifty-five years in an attempt to protect civil rights for specific groups of people, including those facing mental and physical health challenges, or racial, religious, sexual, or age-related discrimination.

The Committee was presented with demographic information associated with vulnerable populations in the Bay Area, including mapping of both MTC's Communities of Concern in Solano County, and at-risk census tracts identified by the California Environmental Protection Agency's CalScore 3.0 program to fulfill its responsibilities under SB 535. They also received an STA staff report on the range of services that STA provides through its Solano Mobility program.

The Committee's primary work product was a series of Guiding Principles that were developed and reviewed by the Committee on two occasions, and shared with the larger community at the Community Workshops. The Principles were then sent to the STA Board, which adopted them on October 9, 2019.

At its final meeting, the EWG reviewed and commented on the draft Equitable Access chapter, included in the CTP's Transportation Framework.

In addition they recommended that the STA Board modify the agency mission statement to reinforce its broad commitment to equitable effort by adding the following words, "for all" at the end of the current text.





## STA Guiding Principles

*The following Guiding Principles reflect STA's commitment to the entire community in all of its activities. These Principles were developed by the Equity Work Group at their meetings on April 11 and May 23, 2019.*

- 1** - STA works in partnership with local, regional, and state governments and our whole community to provide and maintain a safe, innovative, equitable multi-modal transportation system in Solano County.
- 2** - STA seeks to advance a just, healthy, and prosperous quality of life in all Solano County communities while addressing transportation and the diverse mobility needs of our residents, businesses, and visitors.
- 3** - STA values and commits to meaningful participation of Solano County's vulnerable populations in all aspects of mobility and infrastructure planning to ensure that disadvantaged communities unique and unmet needs are prioritized.
- 4** - STA supports locally-decided land uses that stimulate economic opportunity and produce affordable housing in proximity to downtowns, public rail stations, and along major bus service corridors, in conjunction with acting to protect Solano County's key agricultural and open space areas.
- 5** - STA routinely measures, evaluates, and clearly presents transportation performance results for public review to insure that its policies, plans, and budgets are fair, effective, and reflect community-focused priorities of Solano County residents and businesses.

## Going Forward

Many of the tools that most affect poverty and economic opportunity require action at the regional, state and national level. National tools include tax and wage policy, immigration reform, trade agreements, monetary policy and economic security programs. State tools include minimum wages, environmental laws, tax policies and overall investments in education, workforce, and infrastructure.

While local and regional governments have fewer tools to dramatically reduce poverty, they do control policies and investments that affect overall economic prosperity. If local leaders prioritize investment that benefit its at-risk residents, Solano's diversity can

contribute to the community's success over the next 25 years. Economic mobility for those at the bottom will result in an economy that makes best use of all workers and provides a pathway to better employment for those who seek it.

Achieving improved economic opportunity requires working on three goals simultaneously: help lower-wage workers build pathways into middle-wage employment, expand the number of middle wage jobs, and improve the quality of jobs for current and future lower- wage workers. Solano County's ongoing economic development collaboration, Moving Solano Forward, recognizes the importance of aligning workforce skills with the needs of targeted business cluster employers.

When Solano's low- and moderate- income residents obtain better housing, education, improved job opportunities, and can reliably get where they need to go, the entire county will become stronger, more resilient, and more efficient. Solano's low-income communities need a strong, equitable development policy agenda that invests in just and affordable transportation as well as housing near transit systems. This will reduce greenhouse gas emissions as well as benefit those communities most at risk from the impacts of climate change.

Expanding clean, sustainable mobility options can provide innumerable societal benefits, including positive health impacts, increased quality of life, and greater employment and education opportunities. Creating connected communities where residents have access to affordable housing and can safely and conveniently meet their daily needs on foot, bicycle, scooter, public transit, or ride-sharing, will help reduce households' transportation costs, connect workers to jobs, and facilitate upward mobility.

Improving wages and working conditions for those in lower-wage jobs helps them achieve enough stability to invest in their futures. Providing housing for a mix of income groups can contribute to the vitality and success of a neighborhood. Restructuring educational, vocational, and internship programs to match the needs of Solano's diversifying economy must be included, too. When low-income residents and communities of color prosper, the entire economy benefits.

Three key practices are needed to address equity issues associated with affordable housing and transportation. Housing developers must consider location and accessibility in siting affordable housing to ensure residents' quality of life. Housing and transit advocates need to collaborate to promote affordable housing sites where reliable public transportation is available, and identify transit needs for low-income communities. Finally, planning must include more than the jobs and residents to come, but also consider the unique needs of people already in the neighborhoods.





Many Bay Area jurisdictions have adopted a wide variety of strategies to address displacement. Some have implemented policies to expand the production of deed-restricted affordable housing, retain units that are affordable to low and moderate income residents, and avoid unjust evictions. Policies are in place in most cities to expand the production of affordable housing through density bonuses, which allow developers to build more market rate units in exchange for a certain number of affordable units, and inclusionary zoning, which requires developers to include a certain percentage of affordable units in new developments. Additional state legislation is also pending at this time.

Mixed use development near transit has become Solano's dominant strategy for accommodating future growth. Each of Solano's seven cities has identified infill areas within their city limits, known as Priority Development Areas (PDA), where focused investment in infrastructure such as roads, transit, streetscapes, parks, and housing can attract private investment and commercial activity. Central locations for affordable housing can more efficiently use existing programs and infrastructure. Cities can also use tools like public/private investment, reduced parking requirements, and permitting incentives to encourage the intensification of land uses around transit stations in order to enable more people to take advantage of transit mobility. Providing housing for a mix of income groups contributes to the vitality and success of a neighborhood.

Transit investments provide higher benefits to low-income and minority populations relative to their share of the region's population. This is primarily due to their propensity for using transit. Low-income populations account for the majority of transit trips in the region, at 52 percent, which is more than twice their regional share of the population. Minority populations account for 62 percent of transit trips regionally.

An affordable, reliable, and connected public transit system is one of the fundamental building blocks of a sustainable future. With the needed investment and the right policies, transit can also be a key component of the transition to a just and climate-friendly economy.

While there are many potential benefits assigned to Solano's evolving smart growth strategy, they will not be fully realized if historic inequities are allowed to remain in the new developments that occur. Local leaders make decisions every day that affect the quality and affordability of transportation and housing in their communities, whether deciding to build a new street, repave an existing road, locate a school or park, or approve or deny a development proposal. It is imperative that equity issues be prioritized.

Two important planning techniques will be useful to make sure that the unique needs of Solano's vulnerable populations are built into future development. Foremost, many different departments, agencies, and organizations play a role in housing and transportation decision making, and all must have a place at the table in order to create connected communities. This includes the participation and leadership of vulnerable populations in transportation, housing, zoning and land-use decision-making. Secondly, as new development occurs, key equity performance measures should be in place that allow progress to be measured, and adjustments made if affordability and transit efficiency targets aren't achieved.

As pervasive as discrimination and injustice have been throughout America's history, the unique opportunities and diverse experiences of Solano's multi-faceted constituency can be tapped to come together to acknowledge the depths of the problem, and to collaborate on shared efforts that dismantle the obstacles standing in the way of Solano's vision for a sustainable future.

## Communities of Concern

The Metropolitan Transportation Commission designates Communities of Concern to identify a diverse cross-section of populations and communities that could be considered disadvantaged or vulnerable. The designation includes all census tracts with a concentration of low-income households that also include a concentrated population of minority residents, or concentrations of more than three of the following factors:

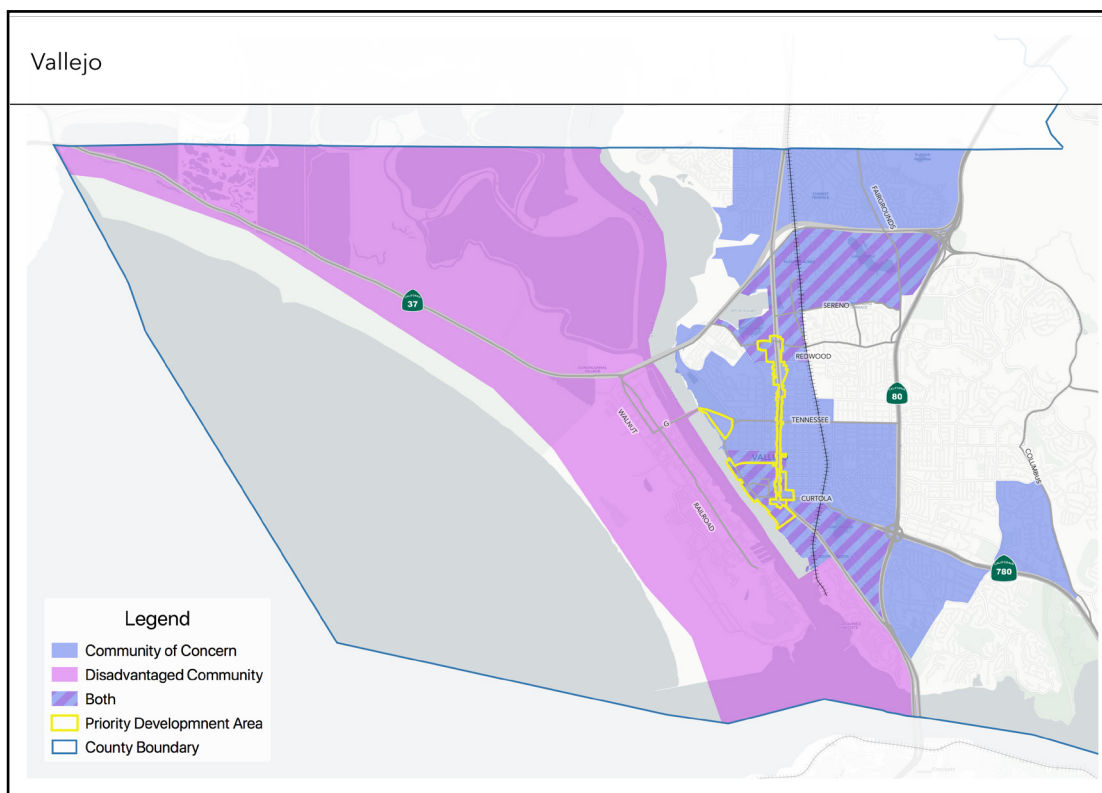
- Zero vehicle households
- Seniors 75 years and over
- People with disabilities
- Single-parent families
- Severely rent-burdened households
- Limited English proficiency populations

## Definitions

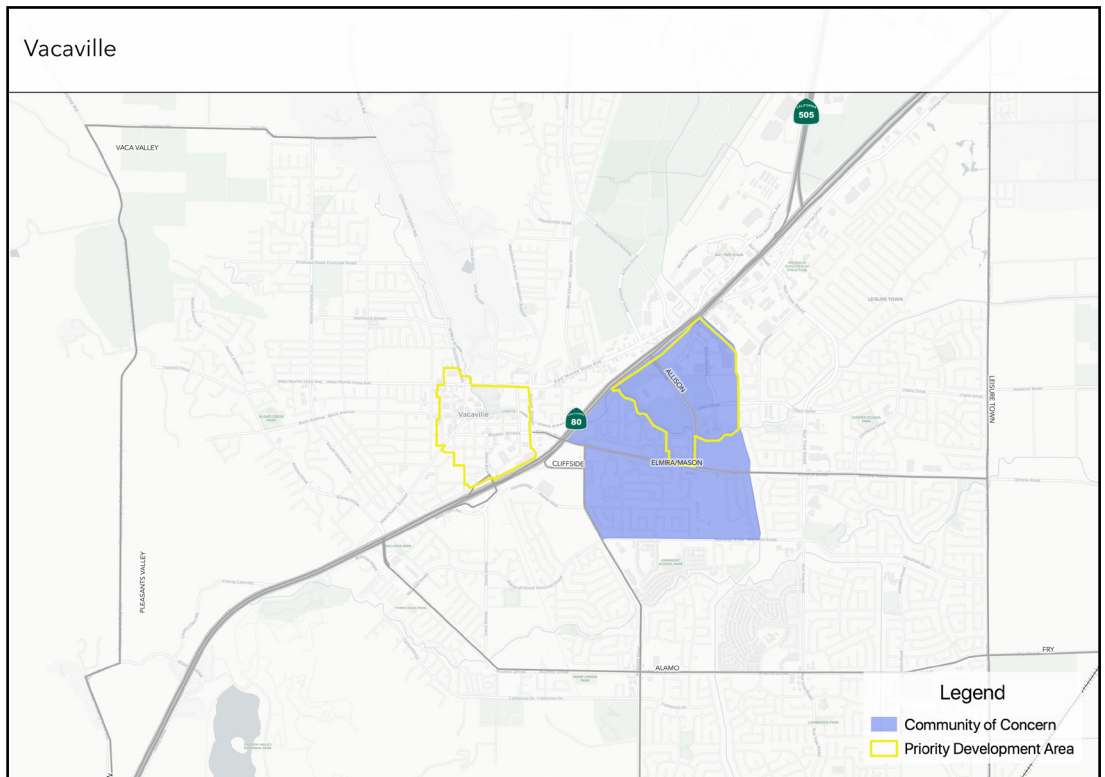
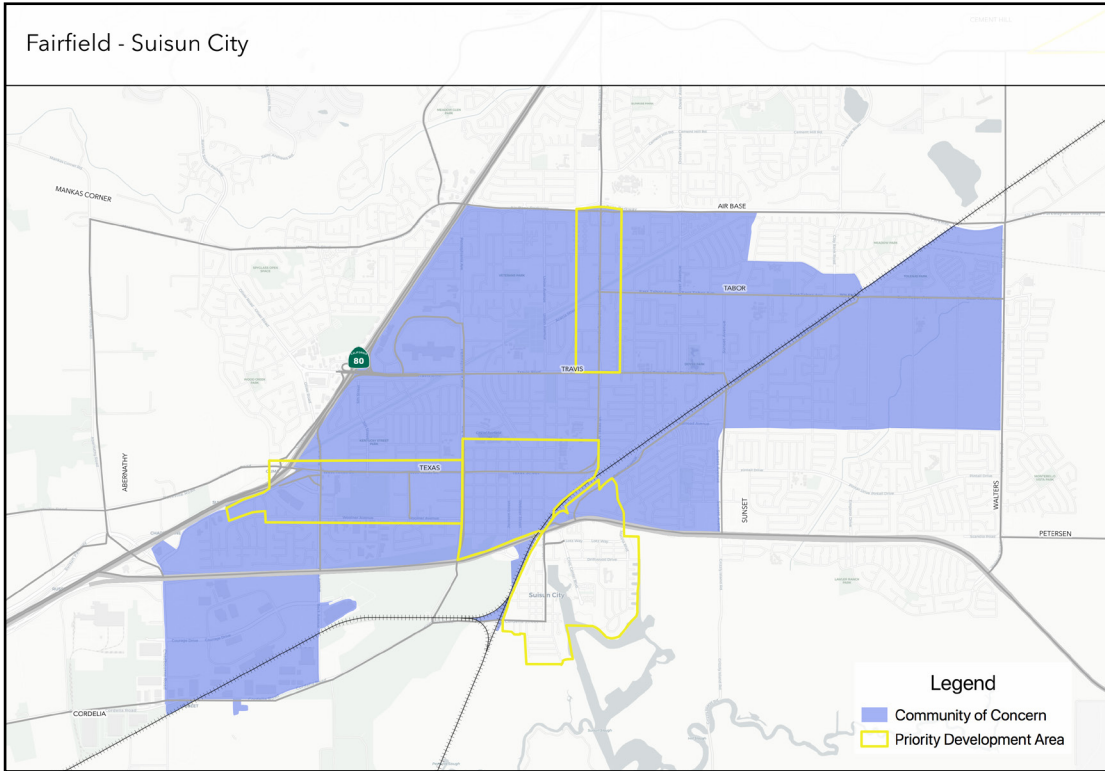
When discussing matters associated with equity, it is common for the vocabulary to include acronyms, words, and principles that the audience may find subjective. To facilitate STA's ongoing work to increase equity in its planning and actions, the following terms are defined:

### *Communities of Concern (COC)*

MTC determines Communities of Concern (COC) based on low-income communities that also have a concentrated population of minority, limited English proficiency, mobility challenged, senior, disabled, single parent, or rent burdened households. The definition of "communities of concern" is intended to represent a diverse cross-section of populations and communities that could be considered disadvantaged or vulnerable in terms of both current conditions and potential impacts of future growth.









For Plan Bay Area 2040, the definition of Communities of Concern includes all census tracts that have a concentration of BOTH minority AND low-income households at specified thresholds, or that have a concentration of low-income households AND three or more of the following factors: persons with Limited English Proficiency, zero-vehicle households, seniors aged 75 and over, persons with a disability, single-parent families, and housing units occupied by renters paying more than 50% of household income on rent.

**CalEnviroScreen** helps identify disadvantaged communities that are disproportionately burdened by multiple sources of pollution. It is managed by the California Office of Environmental Health Hazard Assessment and uses a suite of statewide indicators to track both Pollution Burden and Population Characteristics by census tract.

### Complete Streets

Complete Streets are streets designed, operated, and maintained to enable safe use and support mobility for all users. Those include people of all ages and abilities, regardless of whether they are travelling as drivers, pedestrians, bicyclists, and public transportation or shared mobility riders. Complete Streets create a more equitable transportation system by providing affordable, convenient, and accessible modes of transportation for all people, including vulnerable populations. Vulnerable populations are more likely to rely on walking, biking, and public transit as their sole source of transportation.

### Cumulative Impacts

The California EPA defines cumulative impacts to be “exposures, public health or environmental effects from the combined emissions and discharges, in a geographic area, including environmental pollution from all sources, whether single or multi-media, routinely, accidentally, or otherwise released,” and will factor in sensitive populations and socioeconomic factors, when applicable and possible.

	Population	Low-Income Population	Low-Income Population in Concentrated Poverty
Alameda	21%	28%	44%
Contra Costa	15%	25%	41%
Marin	3%	19%	22%
Napa	2%	27%	35%
San Francisco	11%	28%	37%
San Mateo	10%	20%	29%
Santa Clara	25%	23%	32%
Solano	6%	27%	46%
Sonoma	7%	29%	35%
Bay Area	100%	25%	37%



## Environmental Justice

The fair treatment of people of all races, cultures, and incomes with respect to development, adoption, implementation and enforcement of environmental laws and policies.

California Senate Bill 115 - Chapter 690, Statutes of 1999

**Disadvantaged Communities** are defined by Cal EPA as the top 25% scoring areas from CalEnviroScreen along with other areas with high amounts of pollution and low populations.

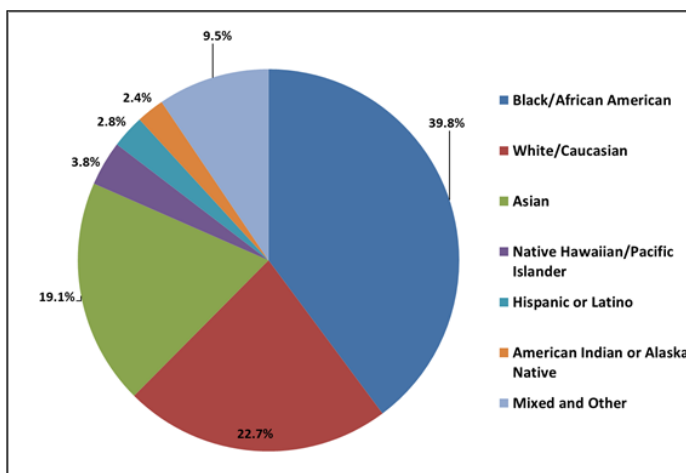
### Displacement Risk Areas (DRA)

Areas where the share of lower-income households are living in neighborhoods that have been losing lower-income residents over time, thus earning the designation “at risk.” DRAs represent areas that are undergoing displacement or are in advanced stages of gentrification.

### Environmental justice

The state of California Government Code defines environmental justice in statute as: The fair treatment of people of all races, cultures and incomes with respect to the development, adoption, implementation, and enforcement of environmental laws, regulations and policies (Government Code Section 65040.12).

Solano Express Riders by Race & Ethnicity



Source: STA 2018 On-Board Transit Survey

### Equity

“The quality of being fair and impartial; justice according to natural law or right; freedom from bias or favoritism” - Merriam-Webster dictionary

### High Opportunity Area (HOA)

HOAs are considered “exclusion areas” that provide limited housing opportunities for low-income and middle-income renter households. For an individual or household, opportunity means having access to quality education, well-paying jobs, community amenities, a safe home and a healthy living environment. High Opportunity Areas therefore offer their residents access to services, and amenities, such as good schools, safe and walkable neighborhoods, multiple transportation options, quality parks and open space, grocery stores, and better public services.

### Income Distribution in Solano County

Jurisdiction	Income Distribution			
	Very Low	Low	Mod	Above Mod
Benicia	28.7%	16.5%	17.1%	37.6%
Dixon	25.3%	12.1%	15.2%	47.2%
Fairfield	24.6%	12.9%	14.7%	47.6%
Rio Vista	15.1%	12.1%	16.1%	56.5%
Suisun City	29.5%	11.2%	11.5%	47.6%
Vacaville	26.4%	12.3%	15.9%	45.2%
Vallejo	20.7%	13.0%	15.4%	50.6%
County	25.3%	14.2%	19.0%	41.2%

Source: Solano City-County Coordinating Council Housing Summit Presentation, RHNA Allocations



**Institutional Racism** refers to the policies and practices within and across institutions that, intentionally or not, produce outcomes that chronically favor, or put a racial group at a disadvantage. Poignant examples of institutional racism can be found in school disciplinary policies in which students of color are punished at much higher rates than their white counterparts, in the criminal justice system, and within many employment sectors in which day-to-day operations, as well as hiring and firing practices can significantly disadvantage workers of color.

### **Mobility Equity**

A transportation system that increases access to high quality mobility options, reduces air pollution, and enhances economic opportunity in low-income communities of color.

### **Social Equity**

The fair and just distribution of societal benefits and burdens. Social equity refers to “fair access to livelihood, education and resources; full participation in the political and cultural life of the community; and self-determination in meeting fundamental needs.”

Social equity has diverse roots, including the environmental justice movement, which came about in response to the growing recognition that minority and low-income communities experience greater exposure to environmental hazards.

**Structural Racism** identifies a system in which public policies, institutional practices, cultural representations, and other norms work in various, often reinforcing ways to perpetuate racial group inequity. It identifies dimensions of our history and culture that have allowed privileges associated with “whiteness” and disadvantages associated with “color” to endure and adapt over time. Structural racism is not something that a few people or institutions choose to practice. Instead it has been a feature of the social, economic and political systems in which we all exist.

### **Sustainable Communities**

A sustainable community manages its human, natural, and financial capital to meet current needs while ensuring that adequate resources are available for future generations.

**White Privilege**, refers to whites’ historical and contemporary advantages in access to quality education, decent jobs and livable wages, homeownership, retirement benefits, wealth and so on.

## **Environmental Justice Populations**

### **Minority**

- Black or African American
- Hispanic or Latino
- Asian American
- American Indian and Alaska Native
- Native Hawaiian and Other Pacific Islander

### **Low Income**

- A person whose household income is at or below the US Department of Health and Human Services (HHS) poverty guidelines level

## Regional Equity Initiatives

Bay Area regional agencies have been at the forefront of various equity efforts for over two decades. Initially, this involved customizing federal and state transportation funding programs to meet specific needs of the region's minority and low-income populations. Over time, regional agencies have expanded beyond specific programs to address the decision making process itself, including representatives from protected classes on advisory bodies, and developing measurable performance metrics to be used to monitor progress and evaluate success.

The Metropolitan Transportation Commission (MTC) works with local, state and federal partners to plan, fund and implement transportation projects and services designed to improve mobility for:

- Communities with high numbers of minority and/or low-income residents
- People with disabilities
- Seniors
- Residents with limited English proficiency

See Appendix for more on Regional Equity Initiatives.

## STA Equity Initiatives

### *Community-Based Transportation Plans*

The Metropolitan Transportation Commission created the Community Based Transportation Plan (CBTP) program to address the needs of economically disadvantaged communities through community transportation planning. The objective of the Community Based Planning Process is to develop a plan through a collaborative process that identifies transportation gaps, proposes and prioritizes strategies to address the gaps, and identifies potential funding sources and project leads for implementation. This process ensures that the low-income population directly affected by the transportation plan is guiding the process.

## Plan Bay Area Equity Goals

### Healthy & Safe Communities

#### Goal 3

Reduce adverse health impacts associated with air quality, road safety, and physical inactivity by 10%

### Equitable Access

#### Goal 5

Decrease the share of lower-income residents' household income consumed by transportation and housing by 10%

#### Goal 6

Increase the share of affordable housing in PDAs, TPAs, or high-opportunity areas by 15%

#### Goal 7

Do not increase the share of low- and moderate-income renter households in PDAs, TPAs, or high-opportunity areas that are at risk of displacement

### Economic Vitality

#### Goal 8

Increase by 20% the share of jobs accessible within 30 minutes by auto or within 45 minutes by transit in congested conditions

#### Goal 9

Increase by 35% the number of jobs in predominantly middle-wage industries



### ***Dixon CBTP (2004)***

The City of Dixon's CBTP identified existing transit options, gaps in service, and acknowledged the challenges of improving transportation in a small town whose needs often fall outside traditional transit offerings. Significant needs identified include, limited paratransit eligibility, language barriers for potential limited-English proficiency riders, uninviting and unsafe bus stop shelters, insufficient service times and need for taxi scrip for low-income seniors, and the hardship of transit costs for low-income residents.

### ***Vallejo CBTP (2008)***

The City of Vallejo's CBTP identified a number of challenges with transit in the area including service cuts, lack of access to social services, educational facilities and school district offices on Mare Island, insufficient service for workers especially evenings and weekends, lack of convenient service to new Solano Community College.

The plan also identified priority projects to improve the situation including increasing frequency, operation hours, weekend service, and route coverage, especially to Mare Island and Solano Community College, improving bus stop facilities, expanding the taxi scrip program, paratransit eligibility and senior escort

services, establishing a transit ambassador program for low income residents to receive transit orientation or accompaniment, and providing better information about the system in Spanish.

### ***Cordelia-Fairfield-Suisun CBTP (2008)***

One CBTP was prepared jointly for Fairfield, Suisun City and Cordelia, and it listed a number of gaps and barriers to use identified by stakeholders including lack of early morning, late evening, and weekend service for workers, lack of understanding by limited english proficiency residents, expiration of transfers due to long wait times, lack of assistance for low income seniors whose needs exceed traditional public transportation offerings, insufficient shelters and benches and the hardship of transit costs for low income individuals. Priority projects identified to address gaps and barriers included partnering with local employers to provide a late night shuttle, expanding Sunday service through a dial-a-ride program, offering day passes or longer transfer times, improving bus stop infrastructure, lower fares, posting schedules at all stops, establishing a transit ambassador program, utilizing faith based volunteerism to improve services necessary for seniors, and providing better route and fare information in Spanish.



### ***Vacaville CBTP (2010)***

The City of Vacaville's CBTP also reported gaps and challenges categorized as amenities, bicycle/pedestrian, connectivity, funding, cost, information, land use, paratransit, spatial, and temporal shortcomings.

To address these needs the plan called for expanding hours, days, and frequency of service, marketing transit services in a targeted way, improving information available to Spanish speakers, educating and training students and seniors, offering free rides for shoppers, expanding volunteer driver programs, continuing support for Safe Routes to School, developing school pool programs, and offering bicycle and pedestrian safety programs.

### ***STA Safe Routes to Transit Plan (2011)***

The Safe Routes to Transit Plan analyzed cyclist and pedestrian safety in the area surrounding the five most important transit facilities in the county and prioritized projects that improve access and safety to promote increased ridership. Top priority projects were focused on signalization and crosswalk improvements for pedestrian safety. They were selected using four criteria: 1) gap closure, 2) improved pedestrian, cyclist or disabled access, 3) improved safety, and 4) improved convenience.

### ***STA Solano Transportation Study for Seniors & People with Disabilities (2011)***

The Study for Seniors & People with Disabilities analyzed transportation barriers faced by the disabled and elderly population in Solano County. Given the significant number of aging, rural, and auto dependent communities in Solano, the study proposed expanding transit, paratransit and on-demand transportation services, providing transportation training for seniors, partnering with providers of goods and services to provide delivery and transit coordinated scheduling and improving bus stops and stations.

### ***Soltrans (2011)***

Solano County Transit (SolTrans) was established in 2011 as the result of a merger between Vallejo Transit and Benicia Breeze. SolTrans provides local and regional fixed routes, complementary paratransit, and subsidized taxi programs, which provide crucial transportation opportunities for minority and low-income communities.

### ***Solano Mobility Program (2014)***

Starting in 2014, STA expanded their services to include the Solano Mobility Call Center, one of four priorities identified in the 2011 Study for Seniors and People with Disabilities. In addition to providing commuters and Solano county employers with information on a variety of transit services and incentive programs, the Mobility Call Center provides senior and disabled residents with a range of mobility information. Solano Mobility provides a number of programs to assist people in obtaining transportation, including reduced fare taxi rides and paratransit services for ADA certified individuals. Solano Mobility also offers travel training to individuals and groups to promote understanding and use of transit.

A number of programs are also in place to support employers including financial incentives to promote vanpooling and bicycling, as well as emergency rides for commuters who use alternative transportation to get to work. Solano Mobility and Lyft have partnered to provide 80% off Lyft rides up to \$25 dollars to and from participating transportation centers in the county, including all Solano Express Bus stops and the two Solano county train stations.







### **STA Solano Transportation Authority Title VI Update (2014)**

The Title VI Public Participation Plan documented Solano's efforts to increase the engagement of underserved communities for the purpose of informing them about transit services and planning efforts. Key strategies identified for reaching a broader range of people in this diverse county include translating promotional and planning materials, bilingual meeting facilitation, expanding digital outreach with translation, and leveraging the outreach abilities of advisory committees and community organizations, an extensive list of which is included in the plan.

### **Paratransit Coordinating Council**

The Paratransit Coordinating Council (PCC) is the social services transportation advisory committee for STA. The PCC participates in the development of plans to improve availability of transit services for seniors, people with disabilities, and the economically disadvantaged.

### **Consolidated Transportation Services Agency (2015)**

STA formed the CTSA Advisory Committee in 2015 to provide countywide coordination to pursue mobility management funding and identify and

facilitate implementation of various programs and services to support seniors, people with disabilities and low income residents. This committee includes representatives from the SolanoExpress Intercity Transit Consortium (3 Transit operators), Paratransit Coordinating Council, Seniors and People with Disabilities Transportation Advisory Committee, Lifeline Advisory Committee, Solano County Health and Social Services, Area Agency on Aging, and 4 STA Board Liaisons. The CTSA Advisory Committee makes recommendations to the STA Board.

### **STA Solano Mobility Programs**

The Solano Mobility Program (in existence since 1979 and formerly named SNCI) is led by the Solano Transportation Authority (STA) where staff work to support the transportation needs and services of all Solano County residents including commuters, employers, students, older adults and people with disabilities.

In February 2014, STA expanded its services to include the Solano Mobility Call Center. In addition to providing commuters and Solano County employers with information on a variety of services and programs, the Call Center also provides personalized assistance, transportation services, programs and information specifically for older adults and people



with disabilities. Below are the programs that specifically support older adults and people with disabilities:

### ***Travel Training***

Travel Training is one-on-one instruction designed to teach people how to travel independently on fixed-route public transportation in their community. Travel Training is free to all Solano County residents who travel within Solano and neighboring counties. There are two options for Travel Training: Personalized one-on-one training to and from a specific location and Group trainings and presentations.

### ***Regional Transit Connection (RTC) discount cards to qualified individuals with disabilities***

Regional Transit Connection (RTC) cards are available to qualified persons with disabilities for a 50% discount on fixed- route bus.

### ***Discounted Senior Clipper cards***

Senior Clipper cards are available to adults 65 years and over that provide the same discount. These specialized Clipper cards can be utilized in all 9 Bay Area counties.

### ***InterCity Taxi Card Program (ADA Certification)***

People that are unable to use a fixed route because of a cognitive or physical disability can qualify for an American Disability Act (ADA) card. Once this card is obtained, they can take advantage of the Intercity Taxi Card program. Currently, clients can put \$100 worth of taxi funds on their card for \$40 dollars or \$20 for \$100, if client is low-income. This program is vital for people who need to get to medical appointments out of their residing city.

In 2018, STA will be implemented Phase II of this program to incorporate non ambulatory clients. In addition to the Taxi Card Program, those with an ADA card can also utilize countywide taxi-based intercity paratransit services. This service provides trips from city to city for current ambulatory and proposed non-ambulatory ADA-eligible riders and has been identified as an ADA Plus service.



### ***Solano College Students Ride for Free***

Solano Community College students passed a ten-year extension of a student fee for transit in Solano County. 85% of students voted to approve the extension. This fee is part of their semester student fee and enables SCC students to ride SolanoExpress or local transit services provided by Fairfield and Suisun Transit (FAST), Solano County Transit (SolTrans) or Vacaville City Coach for free by showing their SCC student ID.

### ***Older Adult Program – Medical Trips***

For those that can enter and exit a car without assistance and are 60 years and older, can sign up for the Go-Go Grandparent Medical Concierge Service. This service provides seniors 10 Uber/Lyft rides a month for trips to their medical appointments. The client will only pay 40% of their ride or 20% if they are qualified as low income.

## Transportation Equity Performance Measures

MTC recommends developing performance measures and collecting accurate data to monitor them as a routine basis for future decision making. As part of its Plan Bay Area 2040, MTC adopted 10 measures, six of which relate to transportation equity. (See p. 56)

Individual counties are encouraged to consider other indicators that can help achieve equitable transportation investments and operations. Additional Equity metrics worth additional consideration include the following:

- Proximity of assets/services to sensitive populations
- Public health / Historic exposure to environmental hazards
- Emergency preparedness / Proximity to Critical facilities
- Public access / Access to Parks and Open Space

STA will develop and adopt its own set of Performance Measures for use in future CTP updates. This will require routine collection of additional data to inform its planning. These measures will be developed through a public process that includes full participation of Solano County's vulnerable populations.



## Transportation Equity Principles

STA benefits by developing clear principles associated with its mission. For this CTP update, the Equity Working Group proposed five Guiding Principles, which were presented to the community in two workshops and an online public workshop. (See p. 46) The STA Board released the draft Guiding Principles in June 2019.

MTC has also developed principles to guide its regional plans and counties in their CTP planning. As part of its Plan Bay Area 2035, MTC adopted two principles:

1. Create an open and transparent public participation process that empowers low-income communities and communities of color to participate in decision-making that affects them.
2. Collect accurate and current data essential to defining and understanding the presence and extent of inequities, if any, in transportation funding based on race and income.

Going forward, STA will consider developing additional Principles to benefit minority and low-income individuals and families. Consideration will be given to the following issues:

1. Standards to ensure that the investment of public dollars is aligned with the goal of economic opportunity.
2. Focusing public dollars on critical needs and improved alignment between housing and transportation investments.
3. Developing partnerships and programs to facilitate connected communities.

Based on these Principles, STA will review its adopted plans and policies and consider adopting revisions that reflect these Principles.





# A

## Appendices



## Existing Federal Land Use And Transportation Policies And Legislation

### *Intermodal Surface Transportation Efficiency Act (ISTEA)*

Authorizing legislation for highways began with the Federal-Aid Road Act of 1916 and the Federal Highway Act of 1921. These acts provided the foundation for the Federal-aid highway program (FAHP) as it exists today. Multi-year authorization acts have subsequently continued the FAHP. Since 1978, Congress has passed highway authorization legislation as part of larger, more comprehensive, multi-year surface transportation acts that covered Federal-aid transit funding as well.

The Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) (pronounced Ice-Tea) is a federal law that brought major change to transportation planning and policy, as the first U.S. federal legislation on the subject in the post-Interstate Highway System era. It established the terms and conditions under which federal programs operate, authorized the enactment of appropriations, and how appropriated funds must be used. It also provided for Authorization bills that create, modify, and/or extend agencies and programs. Finally, it limited the term of each new ISTEA Act to approximately five years, unless extended through specific legislative action.

The current law is referred to as the Fixing America's Surface Transportation (FAST) ACT. It is a funding and authorization bill that governs federal surface transportation spending. It was passed by Congress on December 3, 2015 and is set to expire in October 2020.

Currently, Congress is debating the structure, programs, and funding for the next ISTEA authorizing law. It is referred to as the America's Transportation Infrastructure Act of 2019 (ATIA). In addition to funding for roads and bridges, the bipartisan bill includes \$3 billion to support projects that lower highway-related carbon emissions, such as efforts to reduce traffic congestion and provide alternatives to

single-occupant vehicle trips. States will be able to compete for an additional \$500 million by making progress on lowering their per-capita emissions.

The bill also includes a competitive grant program funded at \$1 billion over the five-year period for states and localities to build hydrogen, natural-gas and EV fueling infrastructure along designated highway corridors. While the funds are not dedicated exclusively to EV charging, market demand is likely to drive investments in EV infrastructure over the alternatives.

Federal laws require a fiscally constrained Metropolitan Transportation Plan (MTP) with a time horizon of at least 20 years and is updated every 4 to 5 years depending on the region's air quality attainment status. The plan must address:

Policies, strategies, and projects for the future;

- A systems-level approach by considering roadways, transit, nonmotorized transportation, and intermodal connections;
- Projected demand for transportation services over 20 years;
- Regional land use, development, housing, and employment goals and plans;
- Cost estimates and reasonably available financial sources for operation, maintenance, and capital investments; and
- Ways to preserve existing roads and facilities and make efficient use of the existing system.

The TIP is the four-year transportation program for the urbanized area. This is the region's way of allocating limited transportation resources among various needs of the region. The TIP implements the region's MTP. MTC has begun using performance-based criteria to select projects that support plan goals and community priorities. This list of projects is updated at least every four years, is approved by the MPO and governor, and is incorporated directly into the Statewide Transportation Improvement Program (STIP).

Beyond legislation, the federal government, through its Department of Transportation, has adopted numerous policies and programs that are intended to

bring investments in transportation into alignment with land use policies. Federal programs play an enormous role in supporting the real estate sector and directing new development. With nearly \$1 trillion in direct tax subsidies and \$4 trillion in loan guarantees over the last 5 years, the U.S. government has a significant impact on the real estate market, including where new development is built and what types of housing are created. It is important that land use and transportation planning decisions complement, not contradict, one another. Creating overlap and links between the transportation and land use processes is necessary to ensure that complementary land use and transportation decisions are made.

The Federal Transit Agency has adopted policies that direct growth around transit nodes and into corridors that will help maintain and increase transit's base of riders in the future. They encourage modification of parking regulations to encourage locations behind buildings, reduce the total number of spaces required to encourage public transit use, and promote shared parking agreements to help reduce vacant lots that create barriers for pedestrians and generate a less secure environment. Their guidance documents also advocate for street designs which not only provides transit priority but also are friendly to pedestrians. Federal regulations are also aimed at supporting freight generating land uses that can bring tax benefits to a region. Freight generating industries also provide jobs, and proximity of goods to growing populations and businesses.

Freight volumes, and their attendant impacts, are anticipated to grow significantly in the future, growing by over 60 percent (nationally) over the next 25 years. Accordingly, federal regulations include both long-range and short-range strategies/actions leading to the development of an integrated intermodal transportation system that facilitates the efficient movement of people and goods.

The STIP is a consolidated list of transportation projects covering four years at the state level. The state prioritizes projects from rural, small urban, and urbanized areas of the state. TIPs from MPOs are incorporated directly without change into the STIP.

The STIP is approved by the U.S. DOT (FHWA and FTA). STIP approval must be granted before projects can move from planning to implementation.

**Opportunity Zones** were created by the 2017 Tax Cuts and Jobs Act. These zones are designed to spur economic development and job creation in distressed communities throughout the country. They provide tax incentives for investors to finance new infrastructure, development projects, affordable housing, and workforce development, among other things. Currently there are nine census tracts that have been designated as opportunity zones in Solano County, which are located in Fairfield and Vallejo. They are within areas designated as COCs and encompass much of Vallejo's PDAs.

## Approved State Legislation

There are a number of recently adopted laws in Sacramento that would impact housing production in Solano County. Below is a summary of adopted legislation that would accelerate or modify housing production; create new source of funding or financing for affordable housing; or create incentives for building housing in transit areas or infill locations.

### New Funding Sources

New state funding sources for affordable housing production are starting to come online, following Governor Brown's 2017 housing package and a voter-approved bond for \$4 billion that passed in 2018. These funding sources, administered by the Department of Housing and Community Development (HCD), are awarded via the following programs:

- The No Place Like Home Program, which dedicates nearly \$2 billion in bond proceeds for the development of permanent supportive housing, targeted to assist persons with mental illness and persons experiencing homelessness.
- The Multifamily Housing Program (MHP), which provides deferred long-term loans for construction, rehabilitation, and acquisition-rehabilitation of permanent and transitional affordable rental housing.
- Infill Infrastructure Grants (IIG), which were



formerly funded by Prop 1C in 2006. This program provides gap funding to the infrastructure improvements required for transit-oriented development and infill development.

- CalHome Program, which provide grants to local agencies and developers to develop ownership housing and provide other housing assistance to low-income homeowners.
- SB 2 (Building Homes and Jobs Act) imposed a new real estate recording fee of \$75 on selected real estate transactions. SB 2 funding will be dedicated to local governments for various eligible uses, including: planning and technical assistance to streamline housing development, development or preservation of affordable housing, and assistance for persons experiencing or at-risk of homelessness (rapid rehousing, emergency shelters, rental assistance, etc.)

### **Streamlining Housing Development**

In addition to the new funding described above, the state has also implemented new bills to streamline housing development projects, allow cities to enact inclusionary ordinances. These bills are described below:

- SB 35 (Weiner) – Streamlined housing approval process for developments that have not met their housing targets, provided that development is on an infill site and conforms with local zoning plan. At least 10% of units must be affordable for lower-income families.
- AB 1505 (Bloom) – authorized cities to enact inclusionary ordinances (on-site or off-site low-income housing)
- SB 540 (Roth) – creates an opt-in mechanism for cities to create Workforce Housing Opportunity Zones (WHZO) close to jobs and transit where workforce and affordable housing is streamlined
- SB 73 (Chiu) – creates opt-in mechanism for cities to create housing sustainability districts to streamline housing by completing zoning and environmental reviews up front.

### **Proposed State Legislation**

The current legislative session has a number of proposed bills that would expand resources for affordable housing, incentivize housing production,

and facilitate housing development near transit. These are described below:

- AB 11 (Chiu) “Redevelopment 2.0” -- Would restore roughly \$1 billion for affordable housing statewide by employing tax increment financing. Property taxes would be diverted from county governments and schools in order for redevelopment agencies retain these funds within local government boundaries. Supporters (including Gavin Newsom) suggest that cities would have enhanced financial incentives to zone for housing if property taxes could be funneled into local coffers. If redevelopment 2.0 follows the model of 1.0, local jurisdictions would also bond against property taxes that are captured, increasing their fiscal capacity.
- AB 68 (Ting) - Overrides local lot size minimum requirements for accessory dwelling units (ADUs) or basement apartments; speeds up approval processes for ADUs to 60 days; and implements a couple of other changes to increase the viability of ADU construction.
- AB 264 (Melendez) – Would create state tax credit to compensate real estate developers for local development impact fees that are incurred when developers construct new housing.
- AB 553 (Melendez) – Would divert funding from high-speed rail bonds to HCD’s Multifamily Housing program.
- AB 725 (Wicks) -- Would require that no more than 20% of cities’ above moderate income allocation could be met by zoning land for single-family homes.
- AB 1279 (Bloom) – State would create a “high resource designation” and proposed affordable housing developments would be permitted by-right. Also calls for impact fees on any housing project affordable to households about 100% of AMI, equivalent to 10% of the difference in the actual sales/rental price and the sales/rental price that would be affordable for someone earning 100% or less of AMI.
- AB 1482 (Chiu) “Rent Cap” –Prevent landlords from raising rent more than 5% plus CPI (corresponds with CASA Compact). The bill is headed to the governor’s desk at the time of writing.
- AB 1483 (Grayson) – Requires cities to maintain

planning/zoning standards and schedules of fees/assessments readily accessible online (corresponds with CASA Compact Item #6)

- AB 1484 (Grayson) – Requires local governments to provide comprehensive impact fee information to developers in an application project; those impact fees are then locked in place as the project proceeds through the development process (corresponds with CASA Compact Item #6).
- AB 1486 (Ting) - Lays groundwork for public agencies to utilize their surplus lands for housing development (corresponds with CASA Compact Element # 8)
- AB 1487 (Chiu) – Would establish regional housing agency in the Bay Area which would have the authority to raise and administer housing funds (corresponds to CASA Compact Element #10).
- SB 50 (Weiner) – SB 50 calls for mandatory upzoning near transit stations. Jurisdictions would be required to allow apartment buildings (min. of '45 to '55 depending on local context) in locations that are (1) within ½ mile of a transit stations (including ferry lines and ports), (2) within ¼ mile of a high frequency bus stop, or (3) within a “job-rich” neighborhood (maps forthcoming). Exceptions granted for projects that would require demolishing apartments that currently house renters, and for sensitive communities/communities of concern (which can receive a 5-year delay in implementing zoning changes). The Fairfield Downtown (Jefferson) PDA, Suisun Waterfront/Downtown PDA, and Vallejo Downtown/Waterfront and Sonoma Blvd PDAs would all have substantial portions of their perimeters subjected to mandatory upzoning, but would qualify for delayed implementation because the areas immediately surrounding these PDAs are “communities of concern” or “sensitive communities.” Additional research would be needed to determine which PDAs also qualify as being within a ¼ mile radius of high-frequency bus service and would therefore be subjected to mandatory upzoning. Mandatory inclusionary requirements for low-income households would be 15-25% depending on the size of the project. The bill also extends displacement protections to mobile home residents. The bill has been put on

hold until 2020.

- SCA-1 (Weiner) - This Senate Constitution Amendment would remove Article 34 of the CA Constitution (passed in 1950) that requires cities to seek approval of voters to construct “low-rent” housing; removing Article 34 would speed up the approvals process for affordable housing.

### **Regional Housing Efforts**

The Committee to House the Bay Area, or CASA, was a regional effort from 2017 to 2019 that brought together leaders from city governments, regional agencies, housing development, philanthropy, tenant advocacy groups, and employers to develop strategies that would increase housing production, including affordable housing production. CASA established a goal of producing 35,000 new housing units each year, which would include 14,000 units affordable to low-income families and 7,000 units affordable to moderate income families. After over a year of deliberations, MTC and ABAG adopted the CASA 10-point Compact. Many of the programs and policies recommended will require state legislative changes in order to be enacted.

The following are the elements of the CASA Compact that could impact Solano County jurisdictions:

- **Compact Element 1** : Just Cause eviction policy (requires landlords to cite specific “just causes” (either fault or no-fault) for termination of tenancy.
- **Compact Element 2**: Emergency rent cap (establishes a permissible annual percent rent increase, CPI + 5%)
- **Compact Element 3**: Emergency Rent Assistance and Access to Legal Counsel (to be maintained by the Regional Housing Enterprise, funded via Compact Item 10)
- **Compact Element 4**: Remove regulatory barriers to ADUs (CASA recommends that a state law be created on this, but city governments also are encouraged to adopt owner occupancy requirements for properties containing ADUs, and that cities’ impact fees be imposed on ADUs only under certain conditions.)
- **Compact Element 5**: Minimum zoning near major transit areas (there are only three of these in Solano, one in Vallejo and two in Fairfield). CASA calls for

state law to be changed, but city governments could adopt standards described in the meantime; note that this Compact item calls for exceptions to be granted to Sensitive Communities so that they can develop context-specific plans. There are three Sensitive Communities in Solano County.

- **Compact Element 6:** Good government reforms to housing approval process (create “transparency, predictability, reliability, and timelines to the housing approvals process”). Involves local jurisdictions maintaining a list of all of their rules, codes, and standards, and “annually document all local agency impositions that increase the hard cost...of housing construction, including fees and inclusionary zoning requirements.” Compact element also calls for several changes to state law, and several corresponding bills have been introduced.
- **Compact Element 7:** Expedited approvals of zoning-compliant housing projects, and creation of financial incentives for enabling on-site affordability and prevailing wages (a bill has been introduced)
- **Compact Element 8:** Unlock Public Land for Affordable Housing – promotes an increased utilization of surplus/underutilized public land for affordable housing, including all properties owned by cities, counties, state agencies, and public agencies.
- **Compact Element 9:** Raise \$1.5 billion in revenue to fund and finance the CASA Compact, including from the following potential sources: vacant homes taxes, parcel taxes, commercial linkage fees, gross receipts taxes... could have broad implications for local governments.

## Existing Regional Land Use And Transportation Plans, Policies, And Programs

### Plan Bay Area

Transportation 2035 was the first long-range, regional plan adopted by the Association of Bay Area Governments (ABAG) and the Metropolitan

Transportation Commission (ABAG/MTC) to comply with the state’s mandate to create a Sustainable Communities Strategy. California’s landmark Senate Bill 375 required each region to develop a Sustainable Community Strategy that would integrate economic development, transportation, and housing in order to reduce greenhouse gas emissions from cars and light trucks. Plan Bay Area, adopted in July 2013, projected that the nine-county San Francisco Bay Area region would increase by 660,000 households and 1.1 million jobs from 2010 to 2040. The regional plan allocated approximately 80 percent of the future household growth and 63 percent of new jobs in Priority Development Areas (PDAs). Transportation 2035 also identified major transportation and infrastructure projects that would help to support and sustain the region’s growth and development. The 2040 update of the RTP was the first to adopt the name Plan Bay Area and included expanded consideration of equity and an increased focus on PDAs.

### Horizon Initiative

MTC and ABAG are currently in the process of a new planning effort, the Horizon Initiative, to explore challenging issues and emerging trends and their impacts on the region’s future growth and resiliency through 2050. The Horizon Initiative is examining new technologies (autonomous vehicles), climate change and sea level rise, earthquakes, economic cycles, political cycles, and other possible challenges Bay Area residents may face through 2050. The Horizon Initiative will set the stage for developing the regional Plan Bay Area 2050. The Metropolitan Transportation Commission and the Association of Bay Area Governments are expected to adopt Plan Bay Area 2050 in the summer of 2021. Plan Bay Area 2050 will prioritize making the region more equitable and resilient.

### Regional CASA Compact

The Committee to House the Bay Area, or CASA, was a regional effort from 2017 to 2019 that brought together leaders from city governments, regional agencies, housing development, philanthropy, tenant advocacy groups, and employers to develop strategies that would increase housing production,



including affordable housing production. CASA established a goal of producing 35,000 new housing units each year, which would include 14,000 units affordable to low-income families and 7,000 units affordable to moderate income families. After over a year of deliberations, MTC and ABAG adopted the CASA 10-point Compact. Many of the programs and policies recommended will require state legislative changes in order to be enacted.

The following section identifies legislation currently being considered by the State. Many CASA elements have been included in a variety of bills.

#### ***MTC Suburban Housing Incentive Pool (HIP) Pilot Program***

This \$5 million set-aside from MTC is part of the Housing Incentive Program (HIP), referred to as SubHIP. Each CTA is responsible for managing the distribution of funds within its respective county, but MTC maintains a variety of suggested guidelines for projects, including that the projects be located in cities that have an updated housing element that complies with state law, and local policies that reflect recent state housing legislation for density bonuses, ADUs, and surplus land. Currently, Fairfield, Suisun City, and Vacaville meet these criteria (or will very soon). Dixon, Benicia, Rio Vista, and Vallejo are required to update their ADU or density bonus ordinances to be in compliance with state legislation and become eligible for the SubHIP funds.

SB2 is the first permanent source of state funding dedicated to helping local governments increase housing production. The program is funded by fees levied on certain real estate transactions and is expected to generate between \$250 and \$300 million annually. The California Department of Housing and Community Development (HCD) is administering the program. The revenues generated for the first year of funding will be split between homelessness programs and planning grants.

Local governments are eligible to apply for planning grants that can be used on a range of qualifying activities related to streamlining and accelerating housing production. Eligible activities include updates

to general and specific plans, updates to zoning ordinances, and process improvements that expedite planning approval for housing development.

### **Regional Equity Initiatives**

**In 2002**, MTC created the Community-Based Transportation Plan (CBTP) Program to address the needs of economically disadvantaged communities through community transportation planning. The objective of the program is to develop a plan through a collaborative process that identifies transportation gaps, proposes and prioritizes strategies to address them, and identifies potential funding sources and projects for implementation. The program is designed to ensure that the population directly affected by the transportation plan is guiding the process. CBTPs have been developed for Dixon, Vallejo, East Fairfield, Vacaville, and a combined plan for Cordelia-Fairfield-Suisun City. City of Vallejo to update their plan.

**In 2005**, MTC created the Lifeline Transportation Program (LTP) to fund projects and programs that would improve mobility and access needs of low-income populations in the region. Currently, the Lifeline Program is focused on Communities of Concern.

**In 2011**, MTC committed \$10 million in seed funding to the Transit-Oriented Affordable Housing (TOAH) fund, which provides flexible, affordable loans to developers for the purchase of properties near transit for the development of affordable housing, retail space, and other critical services such as child care centers, fresh food outlets and health clinics. By supporting growth along transit corridors in Priority Development Areas, TOAH promotes compact land use patterns, which aligns with the region's Sustainable Community Strategy. MTC committed an additional \$10 million to the fund in 2014.

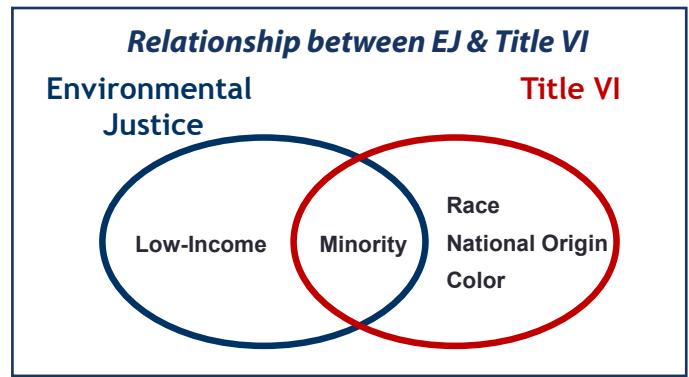
**In 2012**, SB 375 required metropolitan planning organizations to develop a "Sustainable Communities Strategy" that integrates transportation, land-use and housing policies to reduce automotive greenhouse gas emissions to levels determined by the California Air Resources Board. The last two Regional

Transportation Plans (RTP), Transportation 2035 and Plan Bay Area 2040 have been organized to comply with SB 375. For Plan Bay Area 2040 an Equity Analysis Report summarized key findings from a regional Title VI analysis as well as an investigation of equity measures developed by MTC. The report called out housing affordability as the most significant equity challenge for the Bay Area. Equity is one of the three overarching themes in PBA 2040. The three themes are equity, environment, and economy, or the “Three Es” of sustainability.

**In late 2011**, HUD awarded MTC and the Association of Bay Area Governments (ABAG) a Sustainable Communities Grant to fund efforts to improve Bay Area housing and economic conditions for low- and moderate-income residents and workers. The grant provided just under \$5 million over three years for planning and implementation work. MTC’s Economic Prosperity Strategy is the framework and strategy for the economic development portion of the Bay Area’s Sustainable Communities Grant.

In conjunction with this work, in 2018 MTC approved implementation of a **pilot Regional Means-Based Fare Program** as a way to provide greater mobility options for low-income persons on participating transit systems in the Bay Area. Persons with income below 200% of the Federal Poverty Level (approximately \$70,000 per year for a family of four in the Bay Area) are eligible. It began its study to evaluate the feasibility and effectiveness of implementing a transit fare subsidy program based on household income in 2015.

**In 2018**, MTC completed its **Equity Analysis** as part of preparing for the next RTP. The primary purpose of the equity analysis is to estimate the distribution of benefits and burdens of proposed land use and transportation policies and projects on disadvantaged communities, and to assess whether these benefits and burdens are shared equitably across all population groups. The main finding of the equity analysis was that housing affordability remains the most significant challenge for the Bay Area.



The report summarized key findings from the equity analysis for Plan Bay Area (PBA) 2040, the combined Sustainable Communities Strategy (SCS) and Regional Transportation Plan (RTP) for the San Francisco Bay Area. The analysis includes both the federally-required disparate impact and non-discrimination (Title VI) and environmental justice analyses, as well as an analysis of the overall performance of PBA 2040 based on equity measures adopted by the Metropolitan Transportation Commission (MTC) and the Association of Bay Area Governments (ABAG).

**In 2018**, MTC updated its **Coordinated Public Transit–Human Services Transportation Plan** (Coordinated Plan), which seeks to improve transportation coordination in the region to address the mobility needs of low-income populations, seniors, persons with disabilities and veterans. This program sets criteria for how funds can be used to finance capital, planning and operating expenses when the projects selected are derived from a locally developed, coordinated public transit-human services transportation plan. STA became a Consolidate Transportation Services Agency (CTSA) in 2015, making it eligible to receive funding through the regional program.

**In 2018**, the Committee to House the Bay Area, or **CASA**, brought together leaders from city and regional governments, regional agencies, housing development, philanthropy, tenant protections, and tech companies groups to collaboratively consider, and negotiate around, strategies that would increase housing production, including affordable housing production. CASA’s goal was to change Bay Area housing conditions such that 35,000 housing units could be produced each year, with 14,000 being

affordable to low-income families and 7,000 being affordable to moderate income families. After over a year of deliberations, the final result was a 10-point compact, most of which requires state legislative changes in order to be enacted.

## Federal and State Equity Laws and Regulations

Despite more than a half century of efforts to address discrimination and inequality through federal policy, inequity in our nation persists. Though great strides have been made towards overcoming oppression and injustice, creating fairness within the procedures of our institutions or systems, demands addressing the root causes of inequality.

Key policies aimed at promoting equity in transportation funding, access, and impact include:

### ***Civil Rights Act (1964)***

The Civil Rights Act outlaws discrimination based on race, color, religion, sex, or national origin. It prohibits unequal application of voter registration requirements, and segregation in schools, employment, and public accommodations, including courthouses, parks, restaurants, theaters, sports arenas and hotels. The act forbids the use of federal funds for any discriminatory program, authorized federal assistance with school desegregation, and prohibited the unequal application of voting requirements.

**Title VI** of the Civil Rights Act is a Federal statute and provides that no person shall, on the grounds of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance. This is a crucial consideration in regional transportation funding decisions.

### ***Americans with Disabilities Act (1990)***

The Americans with Disabilities Act is the first law in the United States prohibiting discrimination against people with disabilities by regulating five broad areas: Employment, Services provided by State

and Local Government, Public Accommodations & Privately Operated Services, Telecommunications, and Transportation.

### ***Federal Executive Order (EO) 12898 (1994)***

EO12898 was issued by Bill Clinton in 1994 to identify and address the disproportionately high and adverse health and environmental effects of government programs on minority and low-income populations. The order directs federal agencies to develop a strategy for implementing environmental justice. The order also seeks to provide minority and low-income communities with expanded access to public information and opportunities for public participation. A memorandum accompanying EO 12898 identified Title VI of the Civil Rights Act of 1964 as one of several Federal laws that must be applied “as an important part of . . . efforts to prevent minority communities and low-income communities from being subject to disproportionately high and adverse environmental effects.”

### ***USDOT Order 5610.2 - Instituting an Environmental Justice Strategy (1997)***

Following EO12898, USDOT Order 5610.2 established the Department of Transportation’s environmental justice strategy. It defines procedures for analysis of environmental justice issues and inclusive public engagement with minority and low-income communities in the transportation planning process.

### ***USDOT Circular FTA C 4703.1 - Environmental Justice Policy Guidance for FTA Recipients (2012)***

Circular FTA C4703.1 is a guidance document for recipients of federal transit funding. It provides strategies and methods to effectively engage environmental justice populations in the public transportation decision-making process, to determine whether environmental justice populations would be subjected to disproportionate impacts as a result of a transportation plan or project, and to avoid, minimize, or mitigate these effects.

### ***FHWA Order 6640.23 - policies to comply with (EO) 12898 and USDOT Order 5610.2.I (2012)***

FHWA Order 6640.23 further clarifies the Federal Highway Administration’s environmental justice



analysis requirements in the preparation of NEPA documents. The policy seeks to minimize impacts on environmental justice populations by identifying and evaluating impacts, avoiding, minimizing and mitigating disproportionate adverse impacts, considering lower impact alternatives, and informing and involving the public in project planning. and Local Government, Public Accommodations & Privately Operated Services, Telecommunications, and Transportation.

In California, regulations guiding the state towards a sustainable future have expanded dramatically in the past decade, and efforts to address climate have become linked with environmental justice goals.

#### ***AB32 – Global Warming Solutions Act (2006)***

AB32 established historic state regulations aimed at reducing greenhouse gas emissions through a “cap and trade” approach. The act aims to reduce greenhouse gas emissions to 1990 levels by 2020, and to a level 80% below that by 2050. To achieve this the act gave the California Air Resources Board the authority to limit the amount of allowable carbon emissions, and auction emission allowances. Revenues from allowance auctions are deposited into the state Greenhouse Gas Reduction Fund (GGRF) which is used to support programs and projects which reduce greenhouse gas emissions.

#### ***SB 375 – Sustainable Communities and Climate Protection Act (2008)***

SB 375 requires metropolitan planning organizations to develop a “Sustainable Communities Strategy” that integrates transportation, land-use and housing policies to reduce automotive greenhouse gas emissions to levels determined by the California Air Resources Board. The last two Regional Transportation Plans (RTP), Transportation 2035 and Plan Bay Area 2040 comply with SB 375.

#### ***AB 1358 – The Complete Streets Act (2008)***

Assembly Bill 1358 requires all cities and counties to consider all users of roads when they update their general transportation plans. Caltrans concurrently

updated their own policies (see Deputy Directive 64) to apply the same “complete streets” philosophy to state-owned roads. Complete streets incorporate wide sidewalks, street furniture and trees, bicycle lanes, crosswalks, and bus turnouts to make it easy, safe, and enjoyable for all modes of transportation including motorists, pedestrians, bicyclists, children, persons with disabilities, seniors, movers of commercial goods, and public transit riders.

#### ***SB 535 - CalEnviroScreen 3.0 (2012)***

SB 535 established environmental justice goals and requirements for cap and trade funds to address concerns that actions taken to achieve the goals laid out by AB 32, must not disproportionately affect low-income and disadvantaged communities. It states that 25 percent of the available funds are required to be used for projects that will benefit disadvantaged areas, and that at least 10 percent must be allocated to projects actually located in disadvantaged communities.

To achieve this, the bill directed CalEPA to identify disadvantaged communities based on geographic, socioeconomic, public health, and environmental hazard criteria. These communities may include, but are not limited to:

- Areas disproportionately affected by environmental pollution and other hazards that can lead to negative public health effects, exposure, or environmental degradation.
- Areas with concentrations of people that are of low-income, high unemployment, low levels of home ownership, high rent burden, sensitive populations, or low levels of educational attainment.

The result, known as CalEnviroScreen, assigns a score to each census tract which represents a combined measure of pollution and the potential vulnerability of a population to the effects of pollution. CalEnviroScreen 3.0 does not include indicators of race/ethnicity or age, however these characteristics remain important to examine in the context of pollution burdens and vulnerabilities.

### **AB 1550 (2016)**

Increases the percent of funds for projects located in disadvantaged communities from 10 to 25 percent. This supplants the requirement in SB 535 that 25 percent of the funds must benefit disadvantaged communities. AB 1550 also created new investment requirements for low-income communities and households requiring that:

- At least 5 percent of the moneys allocated from the GGRF must fund projects located within and benefiting individuals living in low-income communities or fund projects benefitting low-income households statewide; and
- At least 5 percent of the moneys allocated from the GGRF must fund projects located within and benefiting individuals living in low-income communities, or benefiting low income households, that are within ½ mile of a disadvantaged community. CalEnviroScreen 3.0 does not include indicators of race/ethnicity or age, however these characteristics remain important to examine in the context of pollution burdens and vulnerabilities.



