



METROPOLITAN
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**METROPOLITAN TRANSPORTATION COMMISSION
TITLE VI TRIENNIAL PROGRAM
IN RESPONSE TO
FEDERAL TRANSIT ADMINISTRATION CIRCULAR 4702.1B:
TITLE VI REQUIREMENTS AND GUIDELINES FOR FEDERAL
TRANSIT ADMINISTRATION RECIPIENTS**

November 2023

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I. INTRODUCTION

This Title VI Triennial Program provides information and analyses bearing upon the Metropolitan Transportation Commission's (MTC) compliance with Title VI of the Civil Rights Act of 1964 regarding nondiscriminatory delivery of services and benefits under federally-funded programs or activities. This document has been prepared in response to Federal Transit Administration (FTA) Circular 4702.1B, dated October 1, 2012 (the Circular).

MTC last submitted a Title VI Triennial Program to FTA on November 6, 2020. This Title VI Triennial Program includes some information reported in the 2020 Title VI Report.

The Program begins with a profile of MTC as well as a description of the region, then responds to the general and program-specific reporting requirements of the Circular. Several appendices provide additional information.

II. METROPOLITAN TRANSPORTATION COMMISSION AND ITS REGION

A. Description/Profile of the Metropolitan Transportation Commission

Created by the state Legislature in 1970 (California Government Code § 66500 *et seq.*), MTC is the transportation planning, coordinating and financing agency for the nine-county San Francisco Bay Area. Over the years, the agency's scope has grown, and its Commissioners now govern four agencies: MTC, the Bay Area Toll Authority (BATA) (California Streets and Highways Code § 30950 *et seq.*), the Metropolitan Transportation Commission Service Authority for Freeways and Expressways (SAFE) (California Streets and Highways Code § 2551 *et seq.*), and the Bay Area Housing Finance Authority (BAHFA) (California Government Code § 64510 *et seq.*). In addition, MTC and BATA have combined to form two additional entities, the Bay Area Infrastructure Financing Authority (BAIFA) and the Bay Area Headquarters Authority (BAHA), which are joint powers authorities established pursuant to Chapter 5 of Division 7 of Title 1 of the California Government Code (§§ 6500-6599.3).

MTC's work is guided by a 21-member policy board, with 18 of the commissioners designated as voting members. Commissioners generally serve concurrent four-year terms, with a new chair elected every two years. The current term expires in February 2025.

Seventeen of the twenty-one MTC commissioners are local elected officials: county supervisors, mayors or city council members. MTC commissioners are selected in each of the nine counties, as follows:

- The two most populous counties, Alameda and Santa Clara, each have three representatives on MTC: the county board of supervisors selects one member; the mayors of the cities within the county collectively appoint another; and the mayors of the biggest cities in these two counties — Oakland in Alameda County and San Jose in Santa Clara County — each appoint a representative;
- The City and County of San Francisco is represented by three members, one appointed by the board of supervisors, one by the mayor, and a third selected by the Bay Conservation and Development Commission, or BCDC, whose representative is required by state law to be a San Francisco resident.
- San Mateo and Contra Costa counties each have two representatives, one appointed by the boards of supervisors and one by the mayors within each county; and
- The four least-populous counties of Marin, Napa, Sonoma, and Solano each have one member, appointed by the boards of supervisors.

In addition, two voting members represent regional agencies: the Association of Bay Area Governments (ABAG), which serves as the region's Council of Governments and land use planning agency, and the Bay Conservation and Development Commission (BCDC), which works to protect San Francisco Bay and encourage responsible and productive uses of the Bay. State legislation specifies that the BCDC representative must be a resident of San Francisco, effectively giving San Francisco a third voice on the MTC. Finally, three nonvoting members represent federal and state transportation agencies and the federal housing department.

In May 2016, MTC moved into its new headquarters, co-locating with partner regional agencies, including ABAG and the Bay Area Air Quality Management District (BAAQMD) in order to foster increased regional collaboration.

During the period of December 1, 2020 through November 30, 2023, MTC did not construct a vehicle storage facility, maintenance facility, operation center or transit facility of any type.

On May 24, 2017, MTC and ABAG voted to enter into a contract for services governing the terms related to a previously-approved consolidation of their staffs to improve coordination of regional transportation and land use planning and to better serve the residents of the nine-county Bay Area.¹ MTC and ABAG are jointly responsible for adopting the Bay Area's Sustainable Communities Strategy – a state-mandated regional transportation and land use plan for accommodating population and job growth while reducing growth in greenhouse gas emissions. The staff consolidation of MTC and ABAG was intended to create a more unified vision for the Bay Area, increase collaboration, and use taxpayer dollars more efficiently. Post consolidation MTC has approximately 350 staff headquartered at the Bay Area Metro Center in San Francisco, California.

¹ See MTC Resolution 4245, adopted May 25, 2016, and ABAG Resolution 07-16, adopted May 19, 2016.

1. Planning for the Next Generation

MTC functions as both the regional transportation planning agency — a state designation — and, for federal purposes, as the region’s metropolitan planning organization (MPO). As such, it is responsible for regularly updating the Regional Transportation Plan (RTP), a comprehensive blueprint for the development of mass transit, highway, airport, seaport, railroad, bicycle and pedestrian facilities. MTC also screens requests from local agencies for state and federal grants for transportation projects to determine their compatibility with the RTP.

Plan Bay Area 2050 serves as the current RTP/SCS, adopted in October 2021, and is referred to throughout this report. This was the second update to Plan Bay Area (originally adopted by MTC in 2013 and updated in 2017), the region’s first long-range integrated transportation and land use/housing strategy required under California law (Senate Bill 375) with the goal of accommodating future population growth and reducing greenhouse gas emissions. At this time, Plan Bay Area 2050 remains in effect and therefore most analysis is done in reference to Plan Bay Area 2050.

Chapter V. (A.) uses updated demographics and highlights demographic changes since Plan Bay Area 2050’s adoption. The vast majority of funds prioritized in Plan Bay Area 2050 are dedicated (by mode) to public transit and (by function) to operation and maintenance of existing facilities as reflected in Strategy T1 (see figure below).



Transportation Strategies — Cost: \$578 Billion

Maintain and Optimize the Existing System	T1. Restore, operate and maintain the existing system. Commit to operate and maintain the Bay Area's roads and transit infrastructure while reversing pandemic-related cuts to total transit service hours.	\$389 BILLION
	T2. Support community-led transportation enhancements in Equity Priority Communities. Provide direct funding to historically marginalized communities for locally identified transportation needs.	\$8 BILLION
	T3. Enable a seamless mobility experience. Eliminate barriers to multi-operator transit trips by streamlining fare payment and trip planning while requiring schedule coordination at timed transfer hubs.	\$3 BILLION
	T4. Reform regional transit fare policy. Streamline fare payment and replace existing operator-specific discounted fare programs with an integrated fare structure across all transit operators.	\$10 BILLION
	T5. Implement per-mile tolling on congested freeways with transit alternatives. Apply a per-mile charge on auto travel on select congested freeway corridors where transit alternatives exist, with discounts for carpoolers, low-income residents, and off-peak travel; and reinvest excess revenues into transit alternatives in the corridor.	\$1 BILLION
	T6. Improve interchanges and address highway bottlenecks. Rebuild interchanges and widen key highway bottlenecks to achieve short- to medium-term congestion relief.	\$12 BILLION
	T7. Advance other regional programs and local priorities. Fund regional programs like motorist aid and 511 while supporting local transportation investments on arterials and local streets.	\$17 BILLION
Create Healthy and Safe Streets	T8. Build a Complete Streets network. Enhance streets to promote walking, biking and other micro-mobility through sidewalk improvements, car-free slow streets, and 10,000 miles of bike lanes or multi-use paths.	\$13 BILLION
	T9. Advance regional Vision Zero policy through street design and reduced speeds. Reduce speed limits to between 20 and 35 miles per hour on local streets and 55 miles per hour on freeways, relying on design elements on local streets and automated speed enforcement on freeways.	\$4 BILLION
Build a Next-Generation Transit Network	T10. Enhance local transit frequency, capacity and reliability. Improve the quality and availability of local bus and light rail service, with new bus rapid transit lines, South Bay light rail extensions, and frequency increases focused in lower-income communities.	\$32 BILLION
	T11. Expand and modernize the regional rail network. Better connect communities while increasing frequencies by advancing the Link21 new transbay rail crossing, BART to Silicon Valley Phase 2, Valley Link, Caltrain Downtown Rail Extension and Caltrain/High-Speed Rail grade separations, among other projects.	\$81 BILLION
	T12. Build an integrated regional express lanes and express bus network. Complete the buildout of the regional express lanes network to provide uncongested freeway lanes for new and improved express bus services, carpools and toll-paying solo drivers.	\$9 BILLION

NOTE: Numbers may not sum due to rounding.

Summary of Plan Bay Area 2050 Transportation Strategies

In its role as MPO, MTC also prepares and adopts the federally required Transportation Improvement Program (TIP) at least once every two years. The TIP is a comprehensive listing of all Bay Area surface transportation projects that are to receive federal funding, are subject to a federally required action, or are considered regionally significant for air quality conformity purposes. The TIP covers a four-year period and must be financially constrained by year, meaning that the amount of funding committed to the projects (also referred to as

“programmed”) must not exceed the amount of funding estimated to be available. The 2023 TIP was adopted by MTC on September 28, 2022 and received final federal approval from FTA and the Federal Highway Administration (FHWA) on December 16, 2022. The 2023 TIP, as currently adopted, includes more than 400 transportation projects with more than \$13.7 billion of federal, state, regional, and local funds programmed in four fiscal years from FY 2023 through FY 2026.

MTC has played a major role in building regional consensus on where and when to expand the Bay Area transit network. A historic agreement forged by MTC with local officials as well as state and federal legislators in the late 1980s set forth a \$4.1 billion program to extend a total of six rail lines in the Bay Area, adding 40 miles to the region’s rail transit network and connecting the San Francisco Bay Area Rapid Transit District (BART) to San Francisco International Airport. In 2001, MTC laid out the next phase of major regional public transit investments in the Regional Transit Expansion Plan (or Resolution 3434). With the vast majority of transit expansion projects prioritized in Resolution 3434 now completed or under construction, MTC adopted a new investment framework for major transit expansion in October 2022. Designed to support the implementation of Plan Bay Area 2050, the Major Project Advancement Policy (MAP) balances sequencing of new projects with limited available funding, prioritizing those that already have received significant state or federal grants and are either no under construction or are poised to begin construction soon.

These include the ongoing electrification of the Caltrain corridor between San Jose and San Francisco, BART’s Core Capacity initiative to expand service frequencies through the Transbay Tube linking San Francisco and Oakland, and the extension of BART service from Berryessa/North San Jose through downtown San Jose to a new terminus in Santa Clara. The MAP also prioritizes projects readying for construction, including a Caltrain extension to the Salesforce Transit Center in downtown San Francisco and the Valley Link Rail project to connect the Dublin/Pleasanton BART station with communities in San Joaquin County. The MAP further recognizes the importance of preserving funding opportunities to advance smaller, higher-performing projects and other regional priorities such as the transition to zero-emission buses.

2. Financing and Monitoring Roles

State and federal laws have given MTC an important role in financing Bay Area transportation improvements. At the federal level, the Infrastructure Investment and Jobs Act (IIJA), also known as the Bipartisan Infrastructure Law (BIL), empowers MPOs like MTC to determine the mix of transportation projects best suited to meet their regions’ needs.

Using the region's flexible federal highway dollars, which provide approximately \$190 million per year, MTC has established several innovative grant programs. MTC's One Bay Area Grant (OBAG) program comprises the largest share of MTC's federal highway program at \$766 million from FY 2023-2026. The third cycle of this program, OBAG 3, are distributed into a Regional Program, and a County & Local Program. Funds in the Regional Program are targeted to address critical climate and focused growth goals of Plan Bay Area 2050, and used to coordinate and deploy strategies that are best suited for regional implementation. County & Local Program funds are invested in local-priority projects that support a wide range of project types that best support Plan Bay Area 2050 strategies, with an emphasis on projects that support infill, equity, and reduce vehicle miles traveled.

The second largest area of focus for the region's federal highway funds is supplementing MTC's transit programs, the Transit Capital Priorities and Transit Performance Initiative programs, which are slated to receive a combined \$189 million from FY 2018-2022. These priority transit programs help maintain and replace the region's aging transit fleet and improve speed and reliability of key transit routes. Federal highway funds also support a variety of efforts throughout the region to maximize utility and person-throughput on existing facilities using targeted capacity improvements, creative operational strategies, and technological solutions. These OBAG and Carbon Reduction Program (CRP) efforts include: Clipper®, MTC's electronic transit fare payment system; transportation electrification infrastructure and vehicles; Mobility Hubs project implementation; Transformational Transit Action Plan near-term investments; and Bay Area Forwards program to implement near-term multimodal operational improvements on the region's priority highway and bay bridges.

In addition to programming certain federal funds, MTC administers state moneys, including those provided by the Transportation Development Act (TDA) and State Transit Assistance (STA) program. TDA funds are provided to transit operators to support transit operations and capital enhancements, with funding amounts determined by formula based on county sales tax receipts. A small portion of TDA funding is provided to cities and counties to support active transportation enhancements under TDA Article 3.

The state of California provides two pots of STA funding to regions to support transit operations and capital improvements. A portion of STA funding is provided directly to operators based on their share of revenue generated (STA Revenue-Based funds). The other portion of STA funding is provided to regions based on their share of the statewide population (STA Population-Based funds). Under MTC Resolution No. 4321, 70% of STA Population-Based funds are reserved for programming to STA eligible operators by County Transportation Agencies (CTAs) in each of the nine-Bay Area counties as part of the County Block Grant program. This program allows each county to determine how best to invest in transit operating needs, including providing lifeline transit services.

The remaining 30% of STA Population-Based Funds comprise the STA Regional Program, with funds made available to sponsors including MTC and STA-eligible operators to support regional transit coordination and enhancements, including the administration of the Clipper regional fare payment system and implementation of actions identified in the Transit Transformation Action Plan.

Legislation passed in 1997 gives MTC and other regional transportation planning agencies increased decision-making authority over the selection of state highway projects and allocation of transit expansion funds for the State Transportation Improvement Program.

In April 2017, Senate Bill 1 (SB 1) – the Road Repair and Accountability Act of 2017 – was passed by a two-thirds majority in the California Legislature and signed into law by Governor Jerry Brown. As the largest transportation investment in California history, SB 1 is expected to raise \$52.4 billion for transportation investments statewide through 2027.

In the Bay Area, most of that funding is directed to tackling the enormous backlog of maintenance and repairs for local streets, roads and public transit systems. Through other formula and competitive programs, funding is also available for mobility improvements and expanding bicycle and pedestrian access. The Bay Area is also well-positioned to benefit from the new statewide competitive grant programs to reduce congestion and improve freight movement along trade corridors.

3. Asset Management and State of Good Repair

Through 2050, MTC estimates that the cost to rehabilitate and maintain the region's streets, roads and transit capital assets will approach \$170 billion. MTC has dedicated significant resources and efforts, in concert with its partner agencies, to identify the capital asset needs and to prioritize the investments that will be most cost-effective in maintaining the capital infrastructure.

For streets and roads, MTC has developed and maintains a pavement asset management program that is used by nearly all Bay Area jurisdictions. The MTC Pavement Management Program, StreetSaver®, is a computer-assisted decision-making tool designed to help cities and counties prevent pavement problems through judicious maintenance, and to diagnose and repair existing problems in a timely, cost-effective manner.

For transit, MTC has developed and maintains a regional transit capital inventory that details the transit capital assets for the region's twenty-plus transit operators. The transit capital inventory work has been developed closely with the transit operators and is currently used to calculate current and future replacement and rehabilitation needs and costs. Future enhancements will add asset condition information to allow better prioritization of asset replacement and rehabilitation

projects in a constrained funding environment. Additionally, MTC is coordinating and working closely with transit operators to be in compliance with the Transit Asset Management (TAM) Rule published by FTA to establish a TAM system in accordance with MAP-21, including acting as the sponsor for the Group TAM Plan for the region's small transit operators. MTC has been engaged in asset management activities at the regional level for many years and views the TAM Rule as an opportunity to refine and expand TAM efforts in the region. MTC has also been active in FTA roundtables on State of Good Repair and state-level work on transit asset management and capital planning. MTC is eager to continue partnering to advance the region's data and analytical framework for asset management. Through longstanding policy, MTC dedicates nearly all of its FTA formula funds to rehabilitation and replacement capital projects.

4. Taming Traffic and Smoothing Regional Travel

MTC sponsors a number of transportation technology programs to address the region's transportation challenges. The 511[®] program disseminates regional traveler information via the phone (511), web and mobile devices (511.org), and other channels, including electronic real-time transit displays, Caltrans' changeable message signs, digital voice assistants, and social media. The 511[®] program provides real-time traffic, and transit information services, as well as data to 3rd Party developers and consumers through Application Programming Interfaces (APIs).

SAFE, a partnership of MTC, the California Highway Patrol (CHP), and the California Department of Transportation (Caltrans), oversees the maintenance and operation of call boxes along Bay Area freeways. SAFE also teams up with these two state agencies to administer the Freeway Service Patrol (FSP), a roving tow truck service designed to quickly clear incidents from the region's most congested roadways. Both call box maintenance and FSP have received FHWA funding.

As active operators of the region's highway, arterial and transit systems, MTC continues to invest in near-term operational investments that increase passenger throughput, smooth traffic flows at key bottlenecks, and support mode shift towards transit, vanpooling and carpooling. MTC's Forward Initiatives are multi-benefit and multi-modal programs that apply these principles to provide congestion relief and shared mobility in congested corridors such as the San Francisco-Oakland Bay Bridge, State Route 37, and I-680 corridors. Congestion relief strategies such as bus on shoulder, adaptive ramp metering, high-occupancy lanes and policies, transit signal priorities and queue jump lanes, congestion pricing, and employer-based commute management technology are examples of strategies implemented via the Forward Initiatives. We also pilot innovative technologies through our MTC Innovative Deployment to Enhance Arterials that focuses on signal systems and Connected and Autonomous vehicles. MTC delivers these operational strategies in partnership and in coordination with Caltrans, county

transportation authorities, transit agencies, cities/counties, and numerous stakeholders and the general public.

MTC also oversees the implementation and operations of Clipper® — a regional fare payment system that can currently be used to pay fares electronically on 21 of the Bay Area’s transit systems. The Clipper® program processed over 20,000,000 transactions per month prior to the issuance of Shelter in Place orders due to the COVID-19 pandemic, achieving MTC’s goal to have Clipper® become the primary transit fare payment system in the Bay Area. A separate discussion of the Title VI implications of Clipper to MTC appears in Section VI of this Program.

In October 2011, the California Transportation Commission deemed 270 miles of Bay Area Express Lanes, shown below, eligible for development and operation by MTC. MTC’s express lanes will be located in Alameda, Contra Costa and Solano counties and will work in coordination with express lanes operated by partner agencies on SR-237 and US-101 in Santa Clara County, US-101 in San Mateo County, and on I-580 and I-680 in Alameda County. Express lanes are specially designated highway lanes that are free for carpools, vanpools, buses and other eligible vehicles, just like existing High Occupancy Vehicle lanes. To ensure the greatest use of the space in these lanes while keeping them flowing better than neighboring general-purpose lanes, express lanes also are managed to allow solo drivers to pay tolls to use the lanes. MTC delegated its express lanes responsibilities to BAIFA in April 2013. In this role, BAIFA makes policy and operational decisions including setting toll rates. BAIFA opened the I-680 Contra Costa Express Lanes in October 2017. The I-880 Express Lanes in Alameda County are scheduled to open in fall 2020, followed closely by a southbound extension north of the I-680 Contra Costa Express Lanes in partnership with the Contra Costa Transportation Authority. Lastly, BAIFA has worked in two other areas: 1) BAIFA and the Solano Transportation Authority designed the I-80 express lanes in Solano County and will build the system upon securing future funding; and 2) BAIFA partnered in 2020 with the newly formed San Mateo County Express Lanes Joint Powers Authority to implement an express lane on US-101 in San Mateo County (phase 1 go-live: fall 2022; phase 2: beginning of 2024) and run its operations. All work on the BAIFA express lanes has been locally funded.

Bay Area Express Lanes in Plan Bay Area 2050



B. Description of the San Francisco Bay Area

The region MTC serves is unique in that there are eight primary public transit systems as well as numerous other local transit operators, which together carry nearly 500 million passengers per year. The region's varied geography has given rise to a diverse range of public transit modes: antique cable cars and historic streetcars; high-speed ferries; diesel commuter rail and electric-powered rapid transit rail; diesel and natural gas buses; and electric trolley buses. The combined annual operating budget of the transit agencies is \$2.3 billion, placing the Bay Area among the top transit centers in the nation. In addition, there are numerous specialized services for elderly

and disabled travelers (referred to as paratransit service), nearly 20,000 miles of local streets and roads, 1,400 miles of highway, six public ports and three major commercial airports.

The Bay Area is comprised of the nine counties that touch San Francisco Bay (Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano, and Sonoma) and includes 101 municipalities. Nearly 7.4 million people reside within its approximately 7,000 square miles. The region's population is diverse, with no single ethnic group holding a majority of the population, and the total combined minority ethnic groups representing 59 percent of the Bay Area's population.²

C. MTC Policy Advisory Council

MTC values advisors from within the communities it serves to support an ongoing dialogue with individuals representing a range of interests and viewpoints, and MTC has a long history of utilizing advisory committees consisting of individuals from the community to ensure public participation in its planning process.

Created in April 2010 by MTC Resolution No. 3931, MTC's Policy Advisory Council advises MTC on a range of dynamic topics including regional planning efforts linking transportation, housing and land use plans to reduce greenhouse gas emissions; the special mobility issues affecting the elderly and persons with disabilities; equitable transportation services, programs and benefits in relation to low-income individuals and communities of color; public transit service productivity improvements; cost-effectiveness measures for the region's transportation system; and strategies to secure new revenues for transportation in the Bay Area, among other issues.

Based on its governing resolution, a minimum of one-third of the 27-member Council represents the perspective of low-income communities and communities of color, one-third represents the elderly and persons with disabilities, and one-third represents the environmental and business communities. The Council serves a four-year term and vacancies are filled as needed. General recruitment, as well as vacancy recruitment, is broad, allowing enough time for interested individuals in the region to apply. The four-year term of the Council coincides with the four-year planning cycle of the update of the regional transportation plan (Plan Bay Area) in order to maximize education and input from the advisors. See Appendix A for a list of the advisors serving on the Council for the term of January 2021 through December 2025. The next full recruitment of the Policy Advisory Council is scheduled for spring/summer of 2025, and the new group of advisors will be seated in the winter of 2025/2026. Vacancies will be filled with individuals representing the constituency of the individual being replaced.

² US Census American Community Survey, 2010-2014 5-year average

Typically during recruitment, the announcement and the online application are posted to MTC's web site, and a press release is sent out with follow-up conversations with several local newspapers and reporters. In addition, display ads are placed in community and minority-focused publications such as: Bay Area Reporter, Crónicas, East County Times (in print and online), El Tecolote, Korea Daily, La Voz, Santa Rosa Press Democrat (in print and online), Sing Tao, and Visión Hispana. An announcement is also included in MTC's e-newsletter that has a distribution list of over 30,000, and a postcard is mailed to those on MTC's mailing list who do not have an email address on file.

D. Financial Assistance from the Federal Transit Administration

As the MPO, MTC has a varying level of administrative oversight and programming responsibilities for FTA funds that flow to the Bay Area. For the majority of formula funds, MTC serves as the designated recipient of the FTA funds and selects projects in cooperation with the region's transit operators that are consistent with the planning priorities set forth in the RTP. Table 1 summarizes oversight responsibilities. The table does not include FTA earmark/discretionary funds. The funding amounts are shown for FY 2022-23; however, MTC's website includes the FTA program of projects for other years covered by this Program (FY 2019-20 through FY 2024-25):

<https://mtc.ca.gov/funding/federal-funding/federal-transit-administration-fta-grants>

Table 1. MTC Oversight Responsibilities

Funding Source	Grant Recipient (i.e. Direct Recipient)	MTC Subrecipients FY 2022-23	FY 2022-23 Amount (\$ millions)	Percentage of FTA Funds
MTC is Designated Recipient				
Urbanized Area Formula Program (Section 5307)	Transit Operators	None	\$ 317.10	45.0%
State of Good Repair Formula Program (Section 5337)	Transit Operators	None	\$ 334.20	47.4%
Bus & Bus Facilities Formula Program (Section 5339)	Transit Operators	None	\$ 15.00	2.1%
Surface Transportation Block Grant Program (STP) / Congestion Mitigation and Air Quality Improvement Program (CMAQ) ¹	Transit Operators	None	\$ 22.80	3.2%
State (Caltrans) is Designated Recipient				
Metropolitan Transportation Planning Program (Section 5303)	Caltrans	Transit Operators ²	\$ 4.60	0.7%
Enhanced Mobility of Seniors & Individuals with Disabilities (Section 5310) ³	Caltrans	None	\$ 8.50	1.2%
Rural Area Formula Program (Section 5311)	Caltrans	None	\$ 2.40	0.3%
Total:			\$ 704.60	

Notes:

1. The amount for the STP and CMAQ programs represents funds transferred from FHWA to FTA and/or obligated in grants in that year.
2. MTC is a subrecipient to Caltrans for these funds. Of the amount MTC receives, approximately \$300,000 is dedicated to helping fund operators' development of Short-Range Transit Plans (SRTPs).
3. Represents FYs 20 and 21 combined, the latest data available. Annual data is not available.

1. Designated Recipient: Supplemental Agreements with Grant Recipients and Direct Grants to Transit Operators

As shown in Table 1, MTC's role is limited to programming and project selection for roughly 99% of the funding, including: FTA Urbanized Area Formula Program (Section 5307); State of Good Repair Formula Program (Section 5337); Bus & Bus Facilities Formula Program (Section 5339); and FHWA flex funds (Surface Transportation Block Grant Program (STP)/Congestion Mitigation and Air Quality Improvement Program (CMAQ)).

MTC is generally the designated recipient for these funds in large urbanized areas (UZAs) in the Bay Area (Antioch, Concord, San Francisco-Oakland, San Jose and Santa Rosa). Starting in FY 2012-13, Caltrans became the designated recipient for Section 5307 and 5339 funds apportioned to small urbanized areas (Fairfield, Gilroy-Morgan Hill, Livermore, Napa, Petaluma, Vacaville and Vallejo). Starting with federal Fiscal Year 2023-24, changes to this UZA list will occur as the Concord UZA shifts to become the Concord-Walnut Creek UZA, and the Livermore small UZA becomes the Livermore-Pleasanton-Dublin large UZA; MTC will be the designated recipient for both. MTC and Caltrans staff, working with FTA Region IX, continue our agreement for MTC to develop the program of projects for Section 5307 and 5339 small urbanized area funds, and to execute supplemental agreements to FTA grants on behalf of

Caltrans. As of FY2016-17, separate supplemental agreements executed by MTC were no longer required by FTA.

MTC generally relies on MTC Resolution No. 4404 (and its predecessor and successor resolutions), the San Francisco Bay Area Transit Capital Priorities Process and Criteria, to select projects that replace and rehabilitate the region's transit capital assets. MTC programs the funds and amends the projects and funding into the TIP. Once a grant is approved for these funds, the responsibility for administration and oversight is transferred to FTA either via a direct grant relationship or through the execution of a supplemental agreement. According to the FTA supplemental agreement entered into by MTC, FTA and each grant recipient for Section 5307, and STP/CMAQ funds that are transferred to FTA, MTC as designated recipient is relieved of the responsibility of ensuring compliance with FTA grant requirements, which are fully assumed by the grant recipient. Following the discontinuation of the supplemental agreements, the transfer of administration and oversight responsibility occurs immediately upon grant award by FTA and execution of the grant by the direct recipient. The language transferring those obligations is included in the grant agreements between FTA and the grant recipient. A list of all transit operators that receive FTA grants as direct recipients within MTC's geographical area and the various categories of FTA grants received by each is provided in Appendix B.

2. Designated Recipient: Job Access Reverse Commute and New Freedom Large Urbanized Area Programs

MTC previously served as the direct recipient for non-FTA grantee transit operators, public entities, and non-profits that are competitively selected for the Job Access Reverse Commute (JARC) and New Freedom programs. In MAP-21, the JARC and New Freedom programs were eliminated as stand-alone programs, and JARC functions and funding were combined with the Urbanized Area Formula (Section 5307) and the Non-Urbanized Area Formula (Section 5311) programs starting in FY 2012-13. MTC has historically used JARC funds apportioned to large urbanized areas to support the Lifeline Transportation Program and plans to continue to set aside Section 5307 funds apportioned by the JARC formula (approximately 3% of the Section 5307 appropriations) for the Lifeline Transportation Program. The New Freedom program was merged with the Section 5310 Enhanced Mobility of Seniors and Individuals with Disabilities program, for which Caltrans is the designated recipient and the direct recipient. See Section D.3 below for details about Caltrans-administered FTA programs.

MTC continues to administer and monitor funds allocated under the previous JARC (FTA Section 5316) and New Freedom (FTA Section 5317) programs for Title VI compliance.

3. Other Funds (Section 5303, Section 5311, Section 5310, Federal Earmarks)

For federal earmark and other FTA discretionary funds such as New Starts, Small Starts, and Section 5309 Bus and Bus Facilities, MTC's role is to ensure consistency with the RTP and, after completing that consistency review, to amend the funds into the TIP. Once that role is satisfied, the transit operators work directly with FTA as direct recipients. For three FTA formula programs, Caltrans serves as the designated and direct recipient of the funds. For the Enhanced Mobility of Seniors and Individuals with Disabilities program (FTA Section 5310) and the Rural Area program (FTA Section 5311), MTC assists with calls for projects and/or project selection under a cooperative relationship with Caltrans. MTC is not a grant recipient or subrecipient for 5311 funds and is a subrecipient to Caltrans of 5310 funds for mobility management planning activities only; MTC does not pass through 5310 funds to other recipients. MTC is a subrecipient to Caltrans for Metropolitan Planning funding (Section 5303) and passes through some of these funds to transit operators for Short Range Transit Plan development.

III. GENERAL REPORTING REQUIREMENTS

This Section III addresses MTC's compliance with the general requirements for MPOs set forth in Chapters III and VI of the Circular.

A. Monitoring Subrecipients

Chapter III, Section 12 of the Circular requires primary recipients to monitor their subrecipients for compliance with the US DOT Title VI regulations. MTC was the primary recipient for the terminated JARC and New Freedom funding programs and continues to monitor subrecipients with continuing JARC and New Freedom activities.

B. Title VI Complaint Procedures and Complaint Form

As required by Chapter III, Section 6 of the Circular, MTC has in place a Title VI complaint procedure, which outlines a process for local disposition of Title VI complaints, and which is consistent with the guidelines found in the Circular. MTC's complaint procedures include five steps: 1) Submission of Complaint; 2) Referral to Review Officer; 3) Request for Reconsideration; 4) Appeal; and 5) Submission of Complaint to the Federal Transit Administration.

A detailed description of MTC's complaint procedures and MTC's complaint form are attached as Appendix C, and posted on the MTC website at: <https://mtc.ca.gov/about-mtc/access-everyone/civil-rights-act-file-complaint>.

The complaint form is posted in English, Spanish and Chinese. In addition the English version of the complaint form includes translation of the following statement: "If information is needed in another language, contact (415) 778-6757 or (415) 778-6769 for TDD/TTY," in all

language(s) spoken by LEP populations that meet the Safe Harbor Threshold in MTC's service area/region.

C. Record of Investigations, Complaints and Lawsuits

1. Lawsuits

There were no Title VI related lawsuits to report for the period of November 1, 2020 through September 30, 2023.

2. Record of Investigations and Complaints

A listing of all Title VI investigations, complaints received, and correspondence submitted in response to the complaints for the period of November 1, 2020 through August 31, 2023 is attached to this Program as Appendix D.

D. Meaningful Access to Limited English Proficient (LEP) Persons

Executive Order 13166 requires federal agencies to implement measures to ensure that people who speak limited English have meaningful access to federally conducted and federally-funded programs and activities, consistent with Title VI. Both the U.S. Department of Transportation (US DOT) and FTA have implemented guidance or directives in furtherance of Executive Order 13166. In compliance with these directives, MTC is committed to taking reasonable steps to ensure that all persons have meaningful access to its programs, services, and information, at no additional cost to individuals making the requests. In June 2019, the MTC adopted a revised *Plan for Special Language Services to Limited English Proficient (LEP) Populations*. It documents the various services and procedures that MTC has in place to assist persons with limited proficiency in the English language.

MTC staff conducted a Four-Factor Analysis or LEP needs assessment based on the US DOT LEP guidance, to determine what reasonable steps should be taken to ensure meaningful access by LEP persons. The Four-Factor Analysis is provided within Appendix E on pages 11 through 30.

See Appendix E, for a copy of the *Final Revised Plan for Special Language Services to Limited English Proficient (LEP) Populations*.

MTC performs periodic checks of translated materials to ensure they are translated correctly and requires translators and interpreters to meet MTC's competency standards. MTC also monitors requests for language assistance and will update its *Final Revised Plan for Special Language*

Services to Limited English Proficient (LEP) Populations, as needed, to ensure meaningful access to its programs and services by LEP persons.

MTC requires staff and all new hires to complete online Title VI training, including information on how to provide language assistance to an LEP caller or visitor. MTC staff who routinely field telephone calls from the public developed protocols for assisting non-English speakers (including MTC's Spanish and Chinese language lines as well as how to refer people to MTC's on-call translations vendor for assistance.)

E. Beneficiary Notifications

Consistent with Chapter III, Section 5, of the Circular, MTC informs members of the public of their rights under Title VI in a number of ways, including notification on MTC's website and in the MTC-ABAG Library, which is open to the public. The Beneficiary Notifications are posted at the MTC offices in English, Spanish and Chinese, and on the MTC website in English with instructions in Spanish and Chinese on how to obtain translation of the notification into each of those languages. The notice is posted publicly at 375 Beale Street in the following locations:

- 1) Entry area of the public meeting room on the 1st floor
- 2) 7th Floor reception area which is the check in area for visitors to the building

MTC incorporates notice of the availability of language assistance into its existing outreach materials. This includes routine use of language on printed or electronic announcements for public meetings and public workshops on key planning efforts that alert interested individuals on how to request translation services. A similar notice is posted at the reception desk and at MTC meetings and workshops. For special projects, such as the region's long-range transportation plan, MTC works with community-based organizations and other stakeholders to inform LEP individuals of available services, including the availability of language assistance services. MTC also uses notices in local newspapers in languages other than English as well as providing notices on non-English-language radio and television stations about the available language assistance services and how to get them.

See Appendix F, *Beneficiary Notifications*, for a sampling of MTC's written notices and website information.

F. Inclusive Public Participation

Consistent with Chapter III, Section 8 of the Circular, MTC seeks out and considers the viewpoints of minority, low-income and LEP populations in the course of conducting public outreach and involvement activities. This section describes methods used by MTC to inform

minority communities of planning efforts and how minority persons are afforded an opportunity to participate in decision-making processes.

1. Public Participation Plan

MTC's most recent federal Public Participation Plan (PPP) was adopted in June 2023, in advance of updating the long-range regional transportation plan and sustainable communities strategy, know and Plan Bay Area. The PPP lays out the steps MTC takes to involve residents in decisions affecting Bay Area transportation and land use policies and investments. It is periodically reviewed and updated based on MTC's experiences and the changing circumstances of the Commission and the community it serves.

In advance of the PPP's most recent update, MTC staff reviewed the PPPs of several key partners and conducted research on engagement best practices to help inform the latest plan update. In addition, staff conducted a month-long online survey alongside a robust digital promotion campaign to solicit the public's comments and suggestions for improving public engagement. The survey opened on November 9 and closed on December 9.

The February 23 release kicked off a 45-day comment period that was supplemented with additional online engagement, virtual small group discussions, and a robust communications campaign that included e-mail blasts, social media and blog posts, press releases and paid digital promotion. The public comment period ended at 5 p.m. on Monday, April 10, 2023.

Based on research and comments heard, staff reorganized the PPP to make it more user-friendly, by moving the federally- and state-required technical content into appendices and keeping the essential information for how to get involved in the main document. Staff also revised and expanded the Guiding Principles and Engagement Strategies, which serve as a guide for all agency staff when conducting public engagement. This plan update also was an opportunity to integrate MTC's Equity Platform into its public engagement work.

The adopted PPP more succinctly outlines how the public can participate in MTC's key policy and funding decisions. Additionally, information is included on how MTC, in conjunction with the Association of Bay Area Governments (ABAG), will involve the public in developing Plan Bay Area 2050+, scheduled for adoption in late 2025.

Key Messages Heard

On February 24, 2023, MTC released the Draft PPP for a 45-day public comment period. Multiple e-mail blasts, a direct mailer to Equity Priority Communities, a press release and a digital promotion campaign encouraged the Bay Area public to read and comment on the PPP.

Additionally, MTC staff conducted a new round of engagement with leaders from community-based organizations that tested the document's proposed tactics, especially those aimed at engaging historically underrepresented and hard-to-reach populations. The discussion groups yielded robust feedback that informed a variety of strategies to improve engagement with the represented communities. The following are the key takeaways from these discussions:

- Create and maintain relationships with community-based organizations.
- Go to where the people are.
- Use small groups or focus groups to receive input on complex topics.
- Offer incentives to drive better attendance.
- Use online engagement to reach persons with disabilities, youth and those who are unhoused or housing unstable.
- Promote and advertise upcoming events and engagement opportunities broadly.
- For email and regular mail correspondence, use catchy, relevant email subject lines or make envelopes/mailers stand out.

In addition to the input received from CBO leaders, the public comment period yielded 124 comments in the form of emails, comments submitted via the web and written correspondence from members of the public as well as our partners. The following are the key takeaways from engagement on the Draft PPP:

- Prioritize online engagement and quick opportunities to provide input (e.g., surveys, questionnaires).
- When conducting in-person engagement, go to where the people are and offer incentives to increase participation.
- Increase education and raise the public's awareness about who MTC is and its work, especially regarding Plan Bay Area.
- Promote, promote, promote.
- Increase accountability and build trust by reporting back on how the public's feedback influenced the decision-making process.

The revised Guiding Principles serve as our vision for public participation and are rooted in our Equity Platform:

1. **Effective engagement has a clear purpose.**

Defining the purpose for engaging the public, understanding the context and identifying the audience of those affected is imperative to ensure effective engagement from the standpoint of the agency and the participants.

2. **Effective engagement requires two-way education and relationship building.**

Acknowledging the skills and expertise that exists within a given community and boosting community engagement with activities that increase mutual education supports productive conversations. Ongoing, mutual education improves outcomes and requires cultivating relationships with partners and communities to build trust and achieve consensus.

3. **Effective engagement is not one-size-fits-all.**

Efforts must be tailored to each unique project and audience to enhance community engagement while making every effort to increase participation opportunities for those most impacted by past and current decisions.

4. **Clear communication is essential in effective engagement.**

Public engagement must be conducted through clear and compelling communications that are appropriate for the intended audience. Leveraging inclusive storytelling builds shared understanding.

5. **Effective engagement demands accountability.**

Informing the public of opportunities to participate in the process and clearly demonstrating how community voices have influenced planning and policy decisions builds confidence in the public process.

6. **Engagement requires openness and transparency.**

An open and transparent public participation process empowers low-income communities and communities of color to participate in decision-making that affects them (adopted as an environmental justice principle by the Commission in 2006).

Additionally, our Engagement Strategies help inform *how* we conduct engagement:

1. Engage Early and Often
2. Enable Access for All
3. Prioritize Co-creation and Plain Language
4. Respond and Report Back
5. Assess Impact

The PPP is available on MTC's website at

<https://mtc.ca.gov/about-mtc/public-participation/public-participation-plan> and attached as Appendix G.

2. Public Participation in *Plan Bay Area 2050+*, the San Francisco Bay Area’s Regional Transportation Plan and Sustainable Communities Strategy

An essential component of updating the long-range regional plan, known as Plan Bay Area 2050, was reaching out to and engaging the public, stakeholders and partners from the development of the Draft Blueprint to the adoption of the final plan. The multi-phased public participation process for Plan Bay Area 2050 spanned over three and a half years, two of which were during the pandemic, and built on the values, needs and priorities that MTC heard from the public during development of the *2018 Public Participation Plan for the San Francisco Bay Area*.

Applying an equitable, comprehensive and nimble approach, staff aimed to hear from a representative swath of the Bay Area’s population. Centering the perspectives of community members who are typically left out of long-range planning processes required an inclusive approach that valued their experiences and credibly and authentically responded to their input.

Strong coordination and a shared commitment to public engagement and equity between planning and engagement staff allowed for a planning process that was demonstrably responsive to community feedback and informed every step of the plan’s development, including its guiding principles and strategies. Additional resources were invested in hearing from hard-to-reach populations including people with disabilities, communities of color and low-income communities, residents with limited English proficiency, youth and people experiencing homelessness. The multiple layers of engagement strategies and tactics, which took place in face-to-face interactions prior to COVID-19 shelter-in-place orders, and online, both before and during the pandemic, resulted in the most input received on any Bay Area Regional Transportation Plan to date — significantly improving the plan.

MTC and ABAG’s efforts to make use of new digital tools to reach wider public audiences shifted into a far more urgent phase with the arrival of COVID-19 shelter-in-place mandates. When the orders were issued by health authorities starting in March 2020, MTC and ABAG staff were in the midst of developing the second round of Plan Bay Area 2050 outreach activities. To keep engagement efforts on track, staff made the necessary switch to virtual engagement, holding digital focus groups and workshops, as well as telephone town halls and online and text-based surveys, among other tactics.

Remarkably, holding digital meetings lowered barriers for many participants, yielding more robust participation. Indeed, entirely new technologies were used during the second round to encourage input on the plan. Staff had to make it easy and fun to participate so residents would weigh in on the Bay Area’s future.

Notable aspects of Plan Bay Area 2050 public engagement activities included:

Community-Based Partnerships

MTC partnered with community-based organizations working in low-income communities and communities of color to engage local residents via surveys and focus groups. MTC contracted with nonprofit groups selected through a competitive procurement to consult with underserved communities on a range of transportation and housing issues.

Online Engagement

Staff developed a suite of digital engagement tactics, building off successful tools from past plans and innovating new approaches that ended up playing a crucial role with the onset of the COVID-19 pandemic. Staff maintains planbayarea.org as the one-stop source for all information related to the plan. As the working world migrated over to videoconferences conducted over Zoom and similar platforms, workshops and focus groups were conducted online. Despite some challenges, overall engagement was enhanced after the necessary conversion to a digital-first approach.

Traditional Engagement Tactics

Until the onset of the COVID-19 pandemic, staff conducted traditional in-person workshops, focus-groups and pop-up workshops at accessible locations around the Bay Area. When shelter-in-place orders prohibited such interactions at the start of the second round of public engagement in spring of 2020, staff made adjustments to provide meaningful non-digital opportunities for the public to weigh-in, recognizing that digital engagement was not the best way to reach all residents and stakeholders.

Digital Promotion

The MTC and ABAG social media team created digital promotion campaigns for each round of engagement. Ads were deployed to increase participation from the Bay Area public, including targeted ads to historically hard-to-reach groups.

Advisory Structure

Throughout the development of Plan Bay Area 2050, MTC and ABAG staff regularly consulted with several advisory groups to hear from a range of perspectives and get early input. These advisory bodies include a Regional Advisory Working Group, Regional Equity Working Group, MTC's Policy Advisory Council and ABAG's Regional Planning Committee. Staff also conducted a workshop for city managers and top officials from a range of local government and transportation agencies.

For a complete summary of Plan Bay Area 2050 public engagement activities, please refer to the *Plan Bay Area 2050 Public Engagement Report*, available at this link:

https://www.planbayarea.org/sites/default/files/documents/Plan_Bay_Area_2050_Public_Engagement_Report_October_2021.pdf.

3. Public Participation in the TIP

MTC is committed to a public involvement process that is transparent, proactive and provides comprehensive information, timely public notice, full public access to key decisions, and opportunities for continuing involvement. Because all projects included in the TIP are consistent with the region's long-range transportation plan, MTC's extensive public outreach for development of the plan is reflected in the TIP as well. Additionally, the process for updating and revising the TIP is directed by procedures contained in the MTC Public Participation Plan (PPP).

The PPP and the air quality conformity consultation process stipulate that the draft TIP must be released for a public review and comment period. As part of the public review process, the draft document is made available for review online, made available for viewing by appointment at the MTC-ABAG library, and submitted for intergovernmental review via the Association of Bay Area Government's Regional Clearinghouse, which notices all local agencies in the Bay Area and receives their comments. Notices are also sent to an extensive list of interested parties including transportation agencies, other state, federal and tribal agencies, and other transportation interests. During the public comment period, the draft TIP and draft air quality conformity determination are presented at a public meeting of the MTC's Programming & Allocations Committee. After the public comment period, MTC's responses to significant comments are compiled and included as an appendix to the final TIP. The final TIP is then presented to the Programming & Allocations Committee and forwarded to the full Commission for adoption. Once adopted, the TIP is sent to the Caltrans Office of Federal Programs for inclusion into the California Federal Statewide Transportation Improvement Program (FSTIP), or Statewide TIP, and forwarded to FHWA and the FTA for final federal approval.

MTC publishes a Guide to the San Francisco Bay Area's TIP, which is targeted to the public. The objective of the guide is to better explain what the TIP is in the context of a larger planning and project development and funding process. The guide has been posted on the MTC website and distributed to the public at various workshops including public hearings, town halls and other events. MTC also distributes the guide to state, local and federal resource agencies and Tribal Nations as part of our consultation on the development of the TIP. The guide is available on MTC's website at:

<https://mtc.ca.gov/funding/transportation-improvement-program-tip>

As part of the 2023 TIP update process, the draft 2023 TIP and accompanying Transportation-Air Quality Conformity Analysis were released for public review and comment on July 5, 2022,

and presented at a public meeting of the Programming & Allocations Committee on July 13, 2022. The 2023 TIP and accompanying Transportation-Air Quality Conformity Analysis were adopted by the MTC on September 28, 2022 and approved by the FTA and the FHWA on December 16, 2022. More details about the public notices and hearing specific to the TIP are available online at:

<https://mtc.ca.gov/funding/transportation-improvement-program/2023-tip>.

As a part of the development of the TIP, MTC completes an analysis of TIP investments specifically focused on the Bay Area's disadvantaged populations. The 2023 TIP Investment Analysis is available at https://mtc.ca.gov/sites/default/files/documents/2022-09/A-03_2023_TIP_Investment_Analysis.pdf

Additionally, a discussion of the equity analysis of the TIP with respect to minority residents is in Section V.B.1.b.

IV. PROGRAM-SPECIFIC REQUIREMENTS FOR DESIGNATED RECIPIENTS OF JOB ACCESS AND REVERSE COMMUTE AND NEW FREEDOM PROGRAMS

As noted in Sections II.D.2 and III.A above, MTC directly administers JARC and New Freedom grants, which were discontinued by MAP 21 in FY 2012-13. MTC continues to administer allocated JARC and New Freedom funds in accordance with FTA program guidance (FTA Circulars 9050.1 and 9045.1, respectively), which require MTC to administer JARC and New Freedom grants according to a Program Management Plan (PMP).

MTC's PMP specifically states, "MTC complies with all provisions prohibiting discrimination on the basis of race, color, or national origin on Title VI of the Civil Rights Act of 1964, as amended (42 U.S.C. § 2000d et seq.); U.S. D.O.T. regulations, Nondiscrimination in Federally-Assisted Programs of the Department of Transportation— Effectuation of Title VI of the Civil Rights Act' (49 C.F.R. Part 21), and the Circular. MTC specifically requires in all third party contracts and funding agreements that the subrecipient/contractor at any tier complies with all requirements of Title VI. Failure to do so is considered to be a breach of contract."

Please see Appendix J, for the entire PMP for FTA 5316 JARC and 5317 New Freedom Programs. The PMP can also be viewed at

<http://mtc.ca.gov/sites/default/files/Res%203986%20JARC%20and%20New%20Freedom%20Program%20Management%20Plan.pdf>

Program-specific activities are described below.

A. Lifeline Transportation Program

Prior to MAP-21, MTC's policy was to direct JARC funds to support implementation of MTC's Lifeline Transportation Program, which includes projects that address mobility and accessibility needs in low income communities throughout the region. The Lifeline Transportation Program continues to exist with other fund sources, including Section 5307. Each Lifeline Transportation Program grant cycle in place during the reporting period, program guidelines and programs of projects are provided in Appendix J.

MTC has delegated many aspects of the administration of the Lifeline Transportation Program to CTAs or other designated county-wide agencies as follows:

County	Lifeline Transportation Program Administrator
Alameda	Alameda County Transportation Commission
Contra Costa	Contra Costa Transportation Authority
Marin	Transportation Authority of Marin
Napa	Napa Valley Transportation Authority
San Francisco	San Francisco County Transportation Authority
San Mateo	City/County Association of Governments of San Mateo County
Santa Clara	Santa Clara Valley Transportation Authority and Santa Clara County
Solano	Solano Transportation Authority
Sonoma	Sonoma County Transportation Authority

Lifeline Program administrators are responsible for soliciting projects for the Lifeline Program. This requires a full commitment to a broad, inclusive public involvement process and using multiple methods of public outreach, as described in MTC's PPP. Methods of public outreach include, but are not limited to, highlighting the program and application solicitation on the CMA website; sending targeted postcards and e-mails to local community-based organizations, city departments, and non-profit organizations (particularly those that have previously participated in local planning processes); and contacting local elected officials and their staffs. Further guidance for public involvement is contained in MTC's PPP.

The Lifeline Program administrators are also responsible for oversight of projects funded under the county programs and ensuring that projects meet MTC obligation deadlines and project delivery requirements. In addition, Lifeline Program administrators are to ensure, at a minimum, that projects substantially carry out the scope described in the grant applications.

For the selection of projects involving federal funds, Lifeline Program administrators must also consider fair and equitable solicitation and selection of project candidates in accordance with

federal Title VI requirements, i.e. funds must be distributed without regard to race, color and national origin.

Since the last Title VI Program submission in 2017, MTC, through the Lifeline Program administrators, has conducted one call for projects for the Lifeline Program in 2018 and used State Transit Assistance and FTA Section 5307 Urbanized Area Formula funds to support eligible projects. Additionally, a call for projects for the Lifeline Program was underway in 2020 at the time of the completion of this report.

B. Assistance and Monitoring

MTC included the following language in all contracts with subrecipients of JARC and New Freedom programs: “Recipient agrees to comply with all the requirements imposed by Title VI of the Civil Rights Act of 1964 (47 U.S.C. § 2000(d)) and the regulations of the Department of Transportation issued thereunder (49 CFR Part 21).”

In addition to the above, MTC ensures the following, with respect to its monitoring and assistance process as enumerated below:

1. Monitoring:

In the PMP, MTC documents its process for ensuring that all subrecipients are complying with the general Title VI reporting requirements, as well as other requirements that apply to the subrecipient. Consistent with the PMP, MTC collected Title VI programs from JARC and New Freedom subrecipients with the submission of the standard agreement and annually thereafter with submission of the annual FTA certifications and assurances. MTC reviewed each Title VI program for compliance with the federal guidelines. The schedule of subrecipient Title VI programs is included in Appendix K.

2. Assistance:

MTC provided assistance to potential subrecipients applying for JARC and/or New Freedom funding, including applicants that would serve predominantly minority populations. The assistance included:

- MTC maintained an extensive database of contacts, including all agencies and organizations that MTC comes into contact with that serve senior, disabled, and low-income populations and/or are interested in transportation issues related to those populations. MTC used these contact lists to distribute the MTC-administered calls for projects, and, upon request, made contact lists available to external agency program administrators for their countywide calls for projects.

- MTC presented the program guidelines to the PAC's Equity and Access Subcommittee and asked the subcommittee members to notify any organizations that may be interested, including organizations that serve predominantly minority populations.
- MTC provided instructions to prospective applicants on how to collect pertinent demographic information from the U.S. Census Bureau website in order to answer the civil rights question in the grant application, and applicants were also given the option of contacting MTC for assistance with collecting the demographic data.

The following is a description of the assistance that MTC provided to JARC and New Freedom subrecipients after they were awarded funding:

- MTC provided one-on-one technical assistance with subrecipients to explain the invoicing and reporting procedures, and to explain the various federal requirements, including those related to Title VI, DBE, procurements, etc. Subrecipients were given an overview of the PMP, Title VI and the Circular (FTA Circular 4702.1A in April 2011 and FTA Circular 4702.1B in January 2013).
- Subrecipients were provided with one-on-one consultation, as requested, regarding their responsibilities to assure effective Title VI implementation and enforcement, as well as requirements for public participation and providing meaningful access to LEP persons. Subrecipients were provided sample forms, notices and procedures. If requested, MTC provided demographic information on race and English proficiency of residents served by subrecipients.

V. PROGRAM-SPECIFIC REQUIREMENTS FOR METROPOLITAN PLANNING ORGANIZATIONS

MTC and ABAG serve diverse populations in the Bay Area. People with low incomes have increasingly been displaced from their communities due to rising home prices and rents, while people with high incomes are able to stay in place with access to the best schools, parks and other resources. People of color have been the majority since 1980 while white people are able to accrue advantages and benefits from historically unjust policies such as discrimination and redlining. Rural communities, roughly 10 percent of the population, are exposed to a different set of issues relative to their suburban or urban counterparts. Seniors are continuously rising in size relative to the rest of the population.

People with disabilities face daily barriers to housing and transportation access and are over-represented in the ranks of the economically disadvantaged and unemployed Various population

subgroups have historically faced the brunt of planning processes due to the language they speak, their disabilities, their age, their gender and sexual orientation, or the home or vehicle they do not own.

MTC and ABAG’s working definition of equity is “just inclusion into a Bay Area where everyone can participate, prosper and reach their full potential.” The agencies strive to advance equity through careful consideration of investments and policies — referred to in the Plan Bay Area 2050 context as “strategies” — that affect historically and systemically marginalized, underserved, and excluded groups, including households with low incomes, communities of color, people with disabilities and seniors.

The MTC-ABAG Equity Platform, launched in 2019, is built around the common vision of furthering long-term equity actions that meaningfully reverse disparities in access and dismantle systemic exclusion. Explored in the Introduction Chapter of Plan Bay Area 2050, historical and present-day policies have led to disparate outcomes for various population subgroups, especially Black and Indigenous people. Plan Bay Area 2050 recognizes this upfront, while also acknowledging that dismantling systemic racism and exclusion cannot and will not happen overnight. To advance racial and environmental justice, MTC adopted an equity lens approach consistently throughout the planning process, where the plan does not simply seek to mitigate adverse impacts on underserved populations, but affirmatively advance equitable outcomes through all of its strategies in transportation, housing, economy and the environment.

This Section V addresses MTC’s compliance with program-specific requirements for MPOs set forth in Chapter VI of the Circular.

A. Demographic Profile of the Metropolitan Area

Race and Ethnicity

The Bay Area is one of the most diverse regions in the country, with 62% of the population identifying as people of color. Within the region, more than a quarter of the population identifies as Asian (28%), followed closely by Hispanic or Latino (24%), and then Black or African American (6%). Other racial minorities, including those identifying as two or more races, account for the remaining 5% of the population.

Population Distribution by Race/Ethnicity

	Population (in millions)	Percentage of Population
People of Color	4.8	62%
Asian	2.1	28%
Hispanic or Latino	1.8	24%
Black or African American	0.5	6%
Other People of Color	0.4	5%
White Population	3.0	38%
Total	7.7	100%

Notes: Tabulation prepared by MTC based on data from 2019 One-Year American Community Survey

People of Color

People of color include persons who identify as any of the following groups as defined by the Census Bureau³ in accordance with guidelines provided by the U.S. Office of Management and Budget. People of color are sometimes referred to in this report as ‘minority populations’ to be consistent with Census Bureau terminology.

- American Indian or Pacific Islander Alone (non-Hispanic/non-Latino);
- Asian Alone (non-Hispanic/non-Latino);
- Black or African-American Alone (non-Hispanic/non-Latino);
- Hispanic or Latino of Any Race;
- Native Hawaiian or Pacific Islander Alone (non-Hispanic/non-Latino); and
- Other (Some Other Race, Two or More Races).

Latino and Asian populations have grown over the last 30 years, including since the adoption of Plan Bay Area 2040, while the Black and white populations have declined. The Bay Area’s population grew by 27% between 1990 and 2018. During this period, the Bay Area diversified significantly, becoming “majority minority” by the year 2000 (Figure 1). The share of white

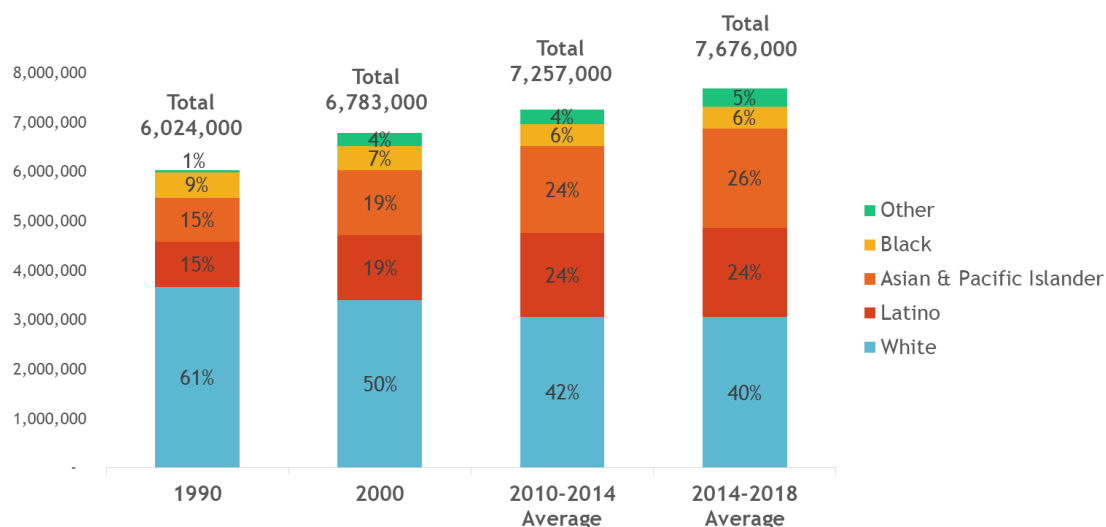
³ See Census Bureau’s [definitions](#) for race and ethnicity.

population in the Bay Area decreased from 61% in 1990 to 40% in 2018 (3,658,000 to 3,046,000 people). The share of Black population also dropped from 9% to 6% of the region’s population (520,000 to 450,000 people). The share of Hispanic/Latino and Asian & Pacific Islander populations⁴ increased from 15% to 24% (920,000 to 1,811,000 people) and 15% to 26% (880,000 to 2,013,000 people), respectively.

People/Households with Low Incomes

MTC defines persons as people with low incomes if they live in a household with incomes less than 200% of the Federal Poverty Threshold established by the Census Bureau. People or households with low incomes are sometimes referred to in this report as ‘low-income populations’ or ‘low-income households’ to be consistent with Census Bureau terms. MTC established the 200% threshold in 2001 to account for the Bay Area’s high cost of living relative to the rest of the country. The Census Bureau establishes poverty status for individuals based on a combination of an individual’s household composition, size and income in the Bay Area. In 2020, 200% of the Federal Poverty Threshold was \$25,520 a year for a single person living alone, and approximately \$52,400 a year for a family of four.⁵ Based on this definition, the share of households with low incomes in the Bay Area was 21% in 2018. Map 2 below shows the share of population that are people with low incomes at the census tract level.

While MTC strives to use the above definition throughout the analysis, the transportation and land use models used for forecasting are constrained. Within the model simulations, households that earn \$30,000 or less per year in 2000 dollars, or around \$50,000 in 2020 dollars are defined as households with low incomes. These represented about a quarter of all simulated households in the region in 2015.

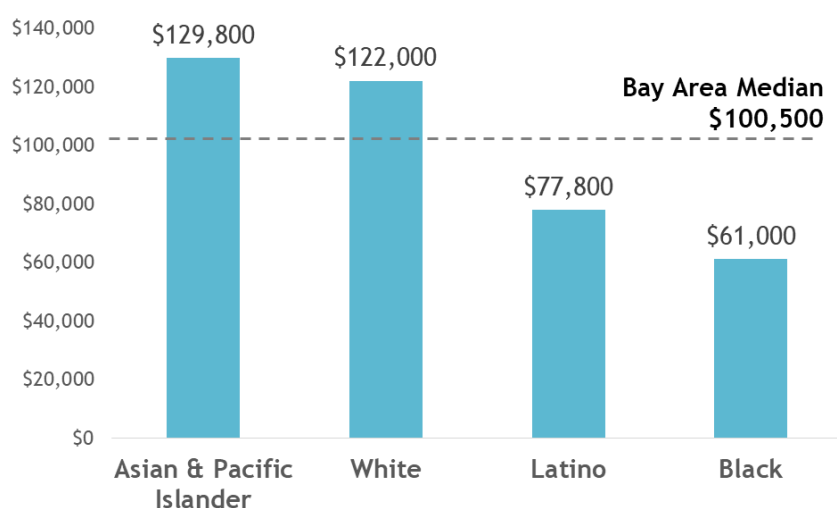


³ Prior to 2000 census, the Asian and Native Hawaiian & Pacific Islander (NHPI) populations were combined in a single category, which is maintained for comparison’s sake.

⁵ See the [Federal Poverty Thresholds](#) for 2020.

Figure 1. Share of Bay Area population by race, 2018

Black and Latino households⁶ earn significantly less income than the Bay Area average. As of 2018, the regionwide median annual household income was \$100,500, with stark disparities by race. Median incomes of Asian and white households were well above the median, at \$130,000 (29% above median) and \$122,000 (21% above median) respectively. On the other hand, Latino households had a median income of \$77,800 (29% below median), and Black households had the lowest median income at \$61,000 (44% below median).

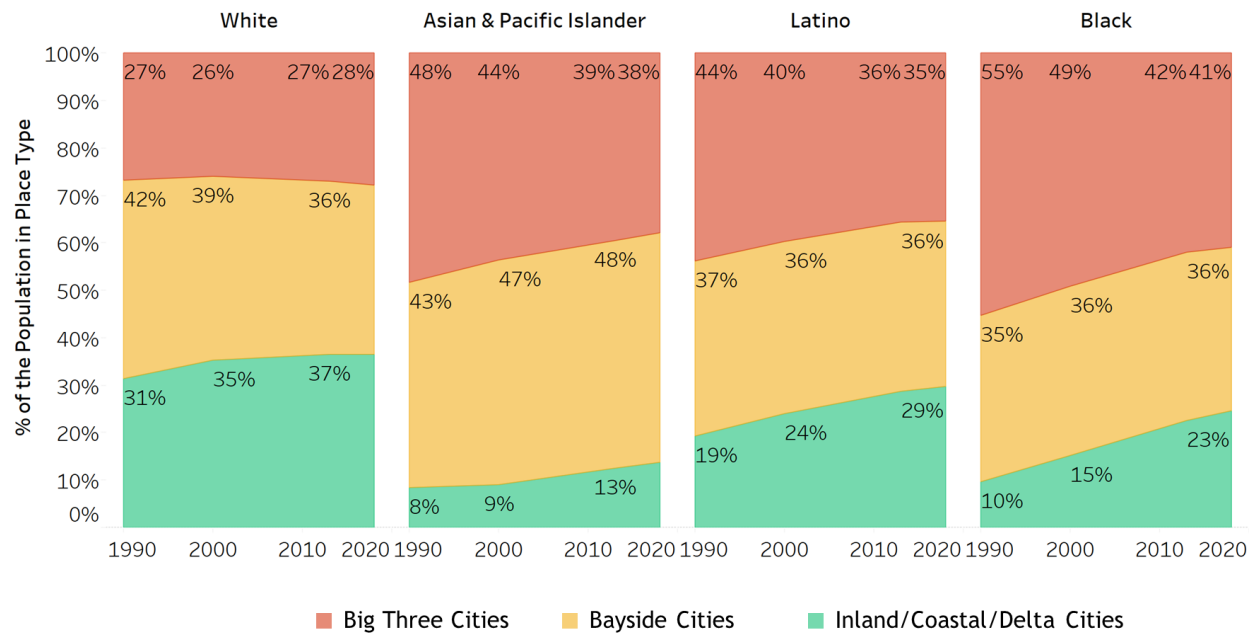


Source: 2018 American Community Survey 1-Year Estimate Tables B19013, B19013B-I

Annual household income by race/ethnicity, 2018

The Big Three cities have experienced a marginal increase in the share of white residents, while inland, coastal and delta jurisdictions have seen major increases in Black and Latino populations. The share of Black residents living in the region's three largest cities decreased from 55% in 1990 to 41% in 2018, while the share in the Inland/Coastal/Delta region increased from 10% to 25%. During the same time period, the distribution of the white population throughout the region has remained relatively consistent, with slight increases in shares in the Big Three cities. Households moving to suburban and exurban areas are more geographically isolated from job centers, face higher transportation costs with less reliable transit options, and have more limited access to social services and facilities.

⁶ The U.S. Census Bureau designates household race/ethnicity by that of the householder.

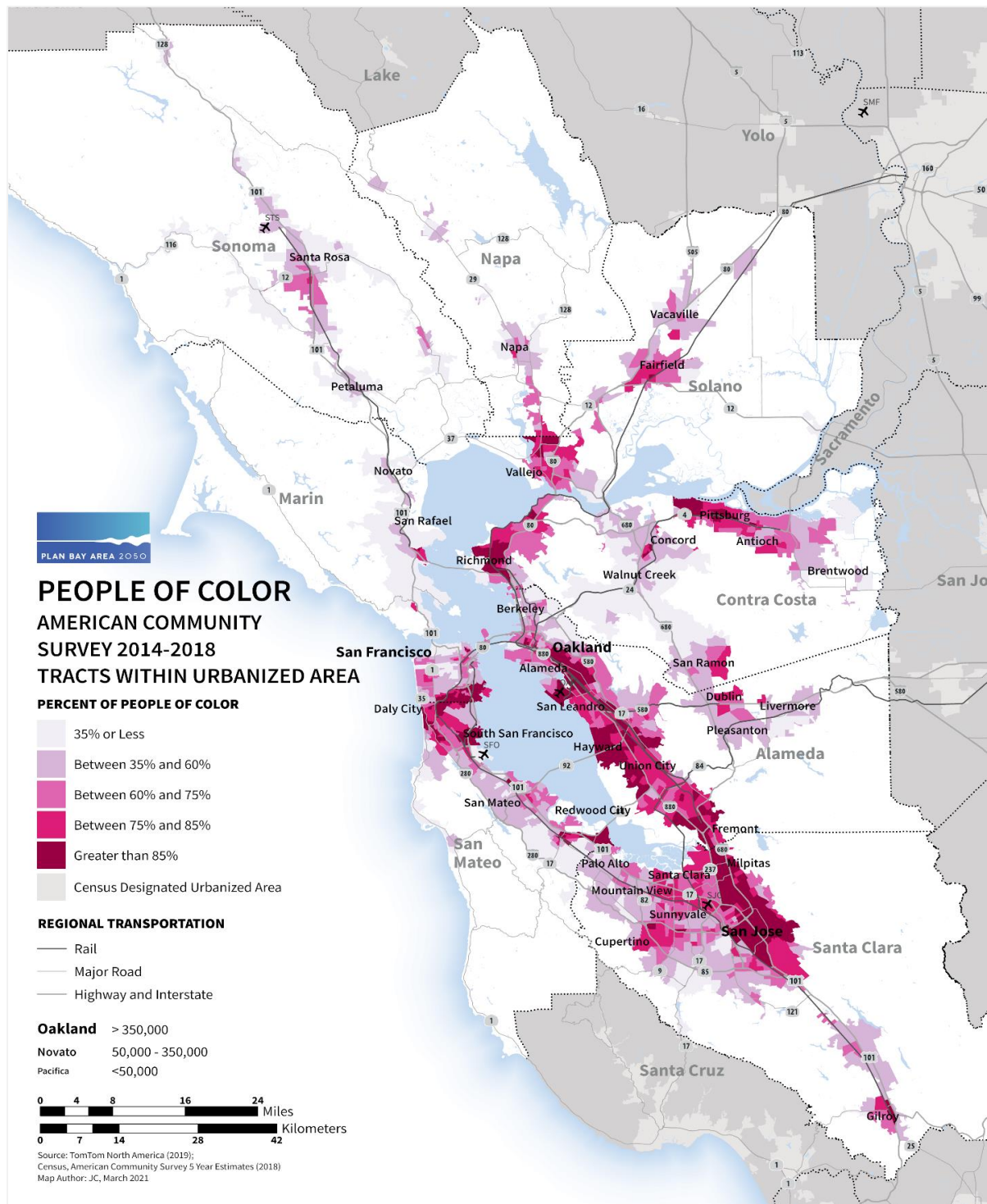


Source: 1990 Census data from NHGIS.ORG Code P010, Census 2000 Table P008, American Community Survey 2005–2009 and 2010–2014

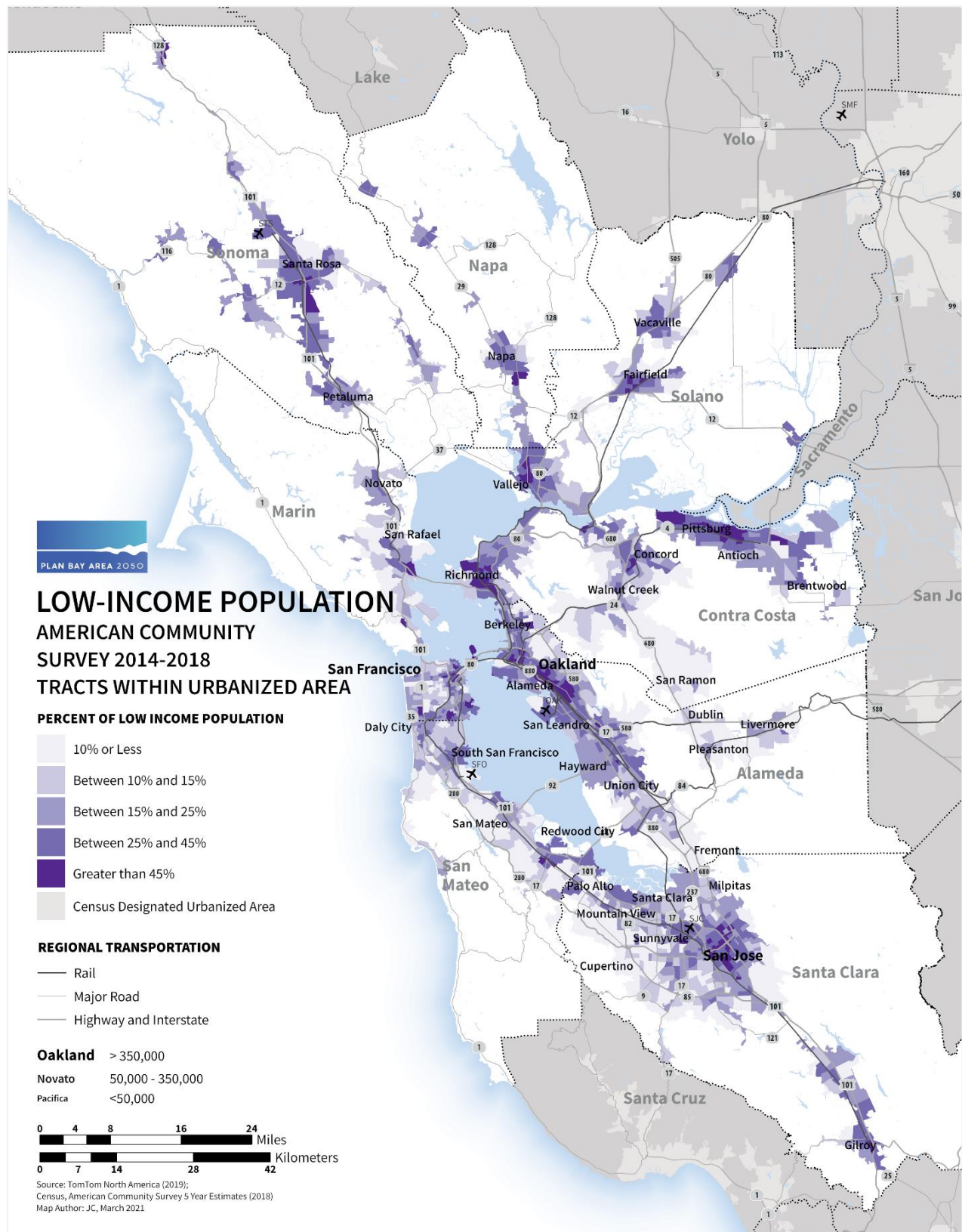
Tab

Place type by race/ethnicity, 1990–2018

Share of population that is people of color, 2018 by census tract (regionwide share: 60%)








Share of population that has low incomes (200% of the Federal Poverty Threshold), 2018 by census tract (regionwide share: 21%)



B. Description of the Procedures by Which the Mobility Needs of Minority Populations Are Identified and Considered within the Planning Process

Extensive public engagement with over 10,000 Bay Area residents throughout the nine counties led MTC to five guiding principles that informed every step of Plan Bay Area 2050's development: affordable, connected, diverse, healthy and vibrant. These principles were distilled from the thousands of comments received at online and in-person events, as people consistently cited issues like affordable housing, racial diversity, quality transportation options and climate change as top concerns for their future. The Draft Plan Bay Area 2050 Public Engagement Report contains more details on this outreach. In September 2019, MTC formally adopted the principles in the following vision statement for Plan Bay Area 2050: "Ensure by the year 2050 that the Bay Area is affordable, connected, diverse, healthy and vibrant for all."

CROSS-CUTTING THEMES	RESILIENCE & EQUITY
Vision	Ensure by the year 2050 that the Bay Area is affordable, connected, diverse, healthy, and vibrant for all.
GUIDING PRINCIPLE	DESCRIPTION
 AFFORDABLE	All Bay Area residents and workers have sufficient housing options they can afford – households are economically secure.
 CONNECTED	An expanded, well-functioning, safe and multimodal transportation system connects the Bay Area – fast, frequent and efficient intercity trips are complemented by a suite of local transportation options, connecting communities and creating a cohesive region.
 DIVERSE	The Bay Area is an inclusive region where people from all backgrounds, abilities, and ages can remain in place – with full access to the region's assets and resources.
 HEALTHY	The region's natural resources, open space, clean water and clean air are conserved – the region actively reduces its environmental footprint and protects residents from environmental impacts.
 VIBRANT	The Bay Area region is an innovation leader, creating quality job opportunities for all and ample fiscal resources for communities.
Adopted by MTC and ABAG in September 2019	

Plan Bay Area 2050 Cross-Cutting Themes, Vision and Guiding Principles

In furtherance of these principles, MTC continues to pursue major efforts to assure that MTC's planning and programming activities are nondiscriminatory and involve a wide range of

stakeholders. This commitment is reflected in the varied work products described herein and further detailed on MTC's website using the links provided.

1. Identifying the Mobility Needs of Minority Populations

As part of the planning process, MTC identifies the needs of minority populations in several key ways, including both research efforts and ongoing public involvement of minority communities.

A. Plan Bay Area 2050

Plan Bay Area 2050 consists of 35 strategies across four elements: transportation, housing, the economy and the environment. Over the course of the plan development, during the Horizon, Draft Blueprint and Final Blueprint phases, strategies were continuously refined using an equity lens approach to improve their performance and equity impacts. The first section of this chapter describes the process and engagement and outreach methods in refining the strategies. The following four sections, one for each element of the plan, capture the equity-focused components within the 35 strategies.

It is essential to note that metrics to describe outcomes of Plan Bay Area 2050 in can be insightful in understanding strategy impacts, but not every aspect of every strategy can be simulated or captured by the metrics. For this reason, the equity-focused components within the strategies are delineated into those that are captured in the simulation and metrics and those that could not be captured since they cannot be represented in MTC's travel and land use simulation models.

Process and Methodology

The initial list of strategies was sourced from Plan Bay Area 2040 and Horizon, which included Perspective Papers that MTC staff authored on five topics, the Futures Planning scenario planning process, and Project Performance Assessment, an evaluation of major transportation investments. Strategies were prioritized based on rigorous analysis of equity and performance outcomes as well as feedback through public engagement, described further below. All strategies were refined with a strong focus on equity during multiple in-depth workshops with both community-based organizations and stakeholder working groups.



Process to develop and refine Plan Bay Area 2050 strategies

The full suite of strategies was first analyzed during the Draft Blueprint Phase. Equity and performance outcomes informed further discussion and refinement of these strategies during the Final Blueprint phase. At this stage, several new strategies were added based on challenges identified during the Draft Blueprint phase, new needs identified in light of the COVID-19 pandemic, and feedback received during small group discussions with underrepresented groups. Key resources that reflect the process of continuous refinement and addition of strategies with an equity lens can be found in the links below:

- Horizon (including Perspective Papers, Futures and Project Performance): <https://www.planbayarea.org/2050-plan/horizon/horizon-documents>
- Draft Blueprint Phase: <https://www.planbayarea.org/2050-plan/draft-blueprint/plan-bay-area-2050-draft-blueprint-documents>
- Final Blueprint Phase: <https://www.planbayarea.org/2050-plan/final-blueprint/plan-bay-area-2050-final-blueprint-documents>

Engagement and Outreach

Centering an equitable process, Plan Bay Area 2050 was developed with meaningful and extensive participation of key stakeholders that ranged from community-based organizations and labor interests to public agencies, business groups and individual residents. The complete documentation of engagement and outreach can be found in the Plan Bay Area 2050 Public Engagement Supplemental Report. Staff employed innovative engagement methods, especially in light of the COVID-19 pandemic, including game-like in-depth workshops, pop-up workshops across the region, telephone town halls, virtual cocoa chats, interactive digital whiteboards, digital surveys, an online game, virtual office hours and an online tribal summit. This section highlights few components of the public engagement most relevant to listening and learning from underrepresented communities in developing, refining and prioritizing strategies.

Targeted Outreach to Underrepresented Groups through Community-Based Organizations

MTC staff partnered with community-based organizations throughout the region to engage in small group discussions with underrepresented groups, including people with low incomes, people of color, people with disabilities and people with limited English proficiency. These discussions took place three times over the plan development process. The first set of discussions, during the Horizon phase as part of the early 2019 outreach for Plan Bay Area 2050, involved nine focus groups to get feedback on which of the strategies best addressed the challenges faced by the communities. The second set of discussions, conducted during the Draft Blueprint phase in the late spring of 2020, involved seven focus groups and were designed to function as listening sessions where participants were invited to suggest ways to improve or alter the Draft Blueprint's strategies. A third set of discussions was conducted in winter 2021, where groups provided feedback to inform the Implementation Plan of Plan Bay Area 2050. More information on these partnerships, including a list of the community-based organizations that were engaged, can be found in the Draft Plan Bay Area 2050 Public Engagement Supplemental Report.

Pop-Up Workshops in Equity Priority Communities

In spring 2018 and fall 2019, staff conducted a series of pop-up workshops. This format consists of meeting people “where they are” at public events and venues such as libraries, community colleges, farmers markets and street fairs. The pop-up locations were selected based on availability of existing community events and geographic diversity, with nearly 80% of the workshops conducted in Equity Priority Communities. Dozens of MTC and ABAG staff were enlisted to bring the planning process to every corner of the Bay Area and gather input toward the plan's vision, guiding principles and strategies.

Telephone Town Halls

To reach those with limited internet access and/or limited English proficiency during the Shelter-in-Place, staff held five telephone town hall sessions in summer 2020: two in English, one in Spanish, one in Mandarin and one in Cantonese. Staff promoted the events via a printed flyer directly mailed to 20,000 Bay Area households located in Equity Priority Communities in all nine Bay Area counties, via the Nextdoor social media platform and to members of the unhoused community in Oakland. A member of the Policy Advisory Council promoted the telephone town halls to members of the unhoused community. The events took place during the day, with three of the five town halls held on a Saturday. This effort was a first for our agency, both using the telephone town hall format and holding the events in-language, helping us meet our goal of reaching as many residents as possible.

MTC Policy Advisory Council Equity and Access Subcommittee

MTC's Policy Advisory Council is made up of 27 Bay Area residents with extensive life experience, work, academic or volunteer backgrounds that focus on economic, environmental and equity issues, whose passions range from advocating on behalf of people with disabilities and under-served communities to protecting the environment or keeping the region's economy moving via an efficient transportation network. The Policy Advisory Council advises MTC on a variety of topics, and the Equity and Access Subcommittee within the Council advises on issues related to social equity. MTC staff regularly consulted both the Council and the Subcommittee throughout the planning process on topics including developing the plan's vision and guiding principles, the prioritizing and refining strategies, updates to the Equity Priority Communities designations, the framework for this report, and the equity analysis methodology itself.

Regional Equity Working Group

As in Plan Bay Area 2040, MTC staff convened a Regional Equity Working Group (REWG) to solicit feedback throughout the planning process. The REWG brought together equity advocates and other interested stakeholders from government agencies, including local jurisdictions, transit agencies and county transportation agencies. The group first convened in September 2019 in the context of Plan Bay Area 2050 and has met 7 times throughout the planning process over the course of 1.5 years. The primary purpose of the engagement with REWG was to gain input in the development of strategies through an equity lens, the desired outcomes with respect to equity, and the equity analysis itself. All REWG meetings are open to the public. Meeting agendas, materials and recordings can be found on the MTC website [here](#).

Equity Focus in the Project Performance Assessment

Improve Interchanges and Address Highway Bottlenecks (T6), Enhance Local Transit Frequency, Capacity and Reliability (T10), Expand and Modernize the Regional Rail Network (T11) and Build an Integrated Regional Express Lane and Express Bus Network (T12) are strategies that are comprised of similar transportation investments. The complete list of projects can be found in the Plan Bay Area 2050 Transportation Project List. Major transportation projects were evaluated through the Project Performance Assessment. Details of this assessment can be found in the Draft Plan Bay Area 2050 Performance Assessment supplemental report.

The Equity Assessment within the Project Performance Assessment identified projects as either advancing, evenly distributing or challenging equitable outcomes based on forecasted accessibility benefits of projects to households with low incomes relative to all households. Projects that were forecasted to advance equitable outcomes—by providing a greater share of benefits to households with low incomes than their share of population—and to be cost effective were prioritized for inclusion within these strategies. On the other hand, in the case of projects that were forecasted to challenge equitable outcomes, MTC collaborated with project sponsors to seek commitments to enhance equitable outcomes prior to including them in the strategies with

regional discretionary funding. The table below highlights such commitments. Commitment letters from project sponsors can be found within the Performance Supplemental Report (Appendix 4). Beyond this, the strategies include other projects that were prioritized by county transportation agencies. These projects would be funded by county budget sources such as sales tax measures or parking revenues and do not require regional discretionary revenues.

Equity-related commitments from project sponsors for projects that were forecasted to challenge equitable outcomes, Project Performance Assessment

Project Name	Sponsor	Commitments
<i>T6. Improve Interchanges and Address Highway Bottlenecks</i>		
I-80/I-680/SR-12 Interchange	STA	<ul style="list-style-type: none"> • Support for investing in transit and managed lanes
SR-262 Mission Boulevard Improvements	ACTC	<ul style="list-style-type: none"> • Reduce scope to focus on improvements to arterial, eliminating Express Lane direct connector between I-880 and I-680
Bay Area Forward	MTC Design and Project Delivery	<ul style="list-style-type: none"> • Focus on investments that benefit transit
Resilient SR-37	NVTA, SCTA, STA, TAM	<ul style="list-style-type: none"> • Support for means-based toll discounts and transit/bike connections on the corridor
<i>T10. Enhance Local Transit Frequency, Capacity, and Reliability</i>		
Treasure Island Congestion Pricing	SFCTA	<ul style="list-style-type: none"> • Exempt low-income current Treasure Island residents from toll
Downtown San Francisco Congestion Pricing	SFCTA	<ul style="list-style-type: none"> • Explore means-based tolls and transit fares
Geary BRT Phase 2	SFCTA	<ul style="list-style-type: none"> • Support SFMTA Muni Equity Strategy
<i>T11. Expand and Modernize the Regional Rail Network</i>		
Caltrain Downtown Extension	SFCTA	<ul style="list-style-type: none"> • Continue Downtown Congestion Pricing study
Caltrain Full Electrification and Blended Baseline	Caltrain and California High-Speed Rail Authority	<ul style="list-style-type: none"> • Reduce scope to focus on increasing frequencies to 8 trains per hour per direction, which can be supported with minimal capital investment
ACE 10 Daily Round Trips	Altamont Corridor Express	<ul style="list-style-type: none"> • Support for regional fare integration and means-based discounts
Dumbarton Rail	SamTrans	<ul style="list-style-type: none"> • Reduce scope to explore lower-cost, lower-capacity; Group Rapid Transit instead of commuter rail; • Support for transit-supportive land use in growth geographies along the corridor; • Commitment to mitigate natural land loss from project implementation
San Jose Airport People Mover	City of San Jose	<ul style="list-style-type: none"> • Support for transit-supportive land use in growth geographies along corridor

Project Name	Sponsor	Commitments
<i>T12. Build an Integrated Regional Express Lanes and Express Bus Network</i>		
Regional Express Bus (ReX)	MTC Express Lanes	<ul style="list-style-type: none"> • Reduce scope to remove some capital improvements and limit routes to highest ridership routes; • Support for means-based fares
Regional Express Lanes Network	MTC Express Lanes	<ul style="list-style-type: none"> • Prioritize conversions of HOV lanes or general-purpose lanes for Express Lane construction, where possible; • Support for means-based discounts on Express Lanes and in other future pricing efforts
AC Transit Transbay Service Frequency Increase	AC Transit	<ul style="list-style-type: none"> • Reduce scope to focus on low-cost capital improvements and a limited number of routes

B. 2023 TIP Investment Analysis

One purpose of the TIP Investment Analysis is to understand whether people of color, seniors, and low-income communities are sharing equitably in the TIP's financial investments. The analysis calculates the shares of 2023 TIP investments flowing to the identified communities and compares those shares with the proportional size of this group's population and trip-making, relative to that of the general population. Understanding travel patterns of these target populations is therefore a key underpinning of this analysis and a key part of informing the metropolitan planning process as to the mobility needs of minority populations.

The tables below show the distribution by mode of total regional trip making for all Bay Area travelers, compared to the share of trips by mode for people of color, seniors, and low-income travelers.

Income

Although the Bay Area's economy has shown strong growth over the past few decades, regional levels of poverty persist. Approximately 8% of the population lives below the federal poverty level (\$25,750 a year for a family of four in 2019). Another 9% of the region's households are technically above the federal poverty line but still qualify as low-income for the purposes of this analysis, defined as households with incomes that fall below \$50,000 (approximately 200% of the federal poverty line for a family of four). For reference, the 2019 household median income ranged from approximately \$87,000 in Solano County to more than \$138,000 in San Mateo County.

Population Distribution by Household Income

	Population (in millions)	Percentage of Population
Low-Income	1.3	17%
<\$25,000	0.6	8%
\$25,000 - \$49,999	0.7	9%
Not Low- Income	6.4	83%
\$50,000 - \$99,999	1.6	21%
\$100,000 - \$149,999	1.4	18%
\$150,000+	3.4	44%
Total	7.7	100%

Notes: Tabulation prepared by MTC based on data from 2019 One-Year American Community Survey Public Use Microdata Samples. Income is calculated in 2019-denominated dollars. Note that the universe is persons in households and excludes persons living in group quarters.

Seniors and Persons with Disabilities

Nearly 16% of the Bay Area’s population is aged 65 or older. Persons reporting disabilities across six categories defined by the Census Bureau total more than 9% of the region’s population.

Seniors and Persons with Disabilities

	Population (in millions)	Percentage of Population
Seniors	1.2	16%
Persons with Disabilities	0.7	9%

Notes: Tabulation prepared by MTC based on data from 2019 One-Year American Community Survey. Note that the universe is civilian noninstitutionalized population counted in disability.

Travel Patterns

Commute trips by Bay Area residents are overwhelmingly made by motor vehicle (74%) followed by transit (13%), telecommute (6%), non-motorized trips (5%), and other modes (1%). Travel pattern data is pre-COVID-19. Any long-term impacts to travel patterns due to COVID-19 will be reflected in future TIP analyses, once updated data becomes available.

Share of Commute Trips by Mode by Population

	Low- Income	People of Color	Seniors	Total Population
Roadway (Motorized)	67%	76%	71%	74%
Roadway (Non-motorized)	10%	4%	4%	5%
Transit	14%	14%	10%	13%
Telecommute	8%	5%	14%	6%
Other	2%	1%	1%	1%
Total	100%	100%	100%	100%

Notes: Tabulation prepared by MTC based on data from 2019 One-Year American Community Survey Public Use Microdata Samples. Income is calculated in 2019-denominated dollars. Note that the universe is persons in households and excludes persons living in group quarters.

The share of all trips (including both commute and non-commute trips) made by target population groups is provided in the table below. While there are differences in the travel patterns of low-income populations, people of color, and senior populations, the vast majority of all trips are categorized as roadway trips, which includes highway and roadway travel as well as trips made by walking or biking.

Share of Commute Trips by Mode, Population

	Low- Income	People of Color	Seniors	Total Population
Roadway (Motorized)	67%	76%	71%	74%
Roadway (Non-motorized)	10%	4%	4%	5%
Transit	14%	14%	10%	13%
Telecommute	8%	5%	14%	6%
Other	2%	1%	1%	1%
Total	100%	100%	100%	100%

Notes: Tabulation prepared by MTC based on data from 2019 One-Year American Community Survey Public Use Microdata Samples. Income is calculated in 2019-denominated dollars. Note that the universe is persons in households and excludes persons living in group quarters.

For complete information and discussion of these trends in the context of the 2023 TIP Investment Analysis, see the full report Appendix I or online at:

https://mtc.ca.gov/sites/default/files/documents/2022-09/A-03_2023_TIP_Investment_Analysis.pdf

C. Regional Survey Products

As part of MTC's regional planning responsibilities, MTC oversees two major regional surveys to inform the planning process with respect to demographic characteristics and travel behavior for various populations within the region.

Bay Area Transit Passenger Demographic Survey

In 2012, MTC began a program of collecting consistent demographic and trip data from Bay Area transit passengers. Since then, passengers from 15 transit agencies have been surveyed. MTC works with transit operators to collect consistent demographic and travel-activity data across all transit systems surveyed.[1] In order to make best use of available funding and resources to support these extensive survey efforts, typically surveys are being conducted for different systems on a serial basis over time.

Data collected include geographic detail of the transit trip taken and passenger race/ethnicity, age, fare payment information, household income and household vehicle availability. Results of this survey are used in the Transportation Investment Analysis[2] to determine transit-investment benefits to low-income and minority populations based on these groups' share of transit use on individual systems and across the region as a whole. The Transit Passenger Demographic Survey also informs the Title VI analysis of PBA 2040 and 2050 by establishing a consistent demographic profile of the region's overall transit ridership across all systems by minority and non-minority status.

Transit passenger data collection was suspended from 2020 to 2022 due to COVID-19. Staff have both near-term and long-term plans to update survey data post-COVID.

- Near-term: Conduct a Regional Transit Passenger Snapshot survey. Data collection for this effort began in Fall 2023 and continues in Spring 2024, with data available soon after. Compared to MTC's regular Transit Passenger Surveys, the Regional Transit Passenger Snapshot Survey collects fewer samples, does not include every transit route, and utilizes a simpler survey questionnaire. All of these simplifications will allow data collection for the entire region to be completed in a compressed timeframe of approximately one year.
- Long-term: Resume MTC's regular Transit Passenger Survey work of surveying a few transit operators every year, with the goal of completing all operators within five to seven years. The first post-COVID data collection is anticipated to begin in Spring 2024.

Bay Area Household Travel Survey 2012/2013

In the past, MTC administered large household travel surveys roughly once every 10 years. In 2023, staff have initiated a biennial (every other year) approach to data collection going forward. Reasons for this include: (1) a large decennial survey effort requires an outsized budget item for the survey year, while more frequent surveying balances costs, particularly survey administration costs, over a longer period; (2) survey technologies are evolving rapidly, including smartphone apps that greatly reduce survey burden and cost; and (3) the pace of new travel trends and behavior is evolving quickly, and a once-every-decade survey misses many behavioral changes.

Data collection began in Spring 2023 and continues in Fall 2023, with data available in early 2024. Staff anticipates approximately 4,500 households to participate. The survey provides detailed information on many trip characteristics such as trip purpose, mode, origins and destinations, as well as household demographic and socioeconomic characteristics of residents in the Bay Area (including both transit users and non-users).

Successive survey cycles thereafter are planned for 2025, 2027, and 2029.

2. Considering Mobility Needs of Minority Populations in the Planning Process

This section describes involvement and consideration of minority populations specifically in the equity analysis of Plan Bay Area 2050 and the Investment Analysis of the 2023 TIP. More general discussion of the involvement of minority populations in the planning process and MTC's Public Participation Program can be found in Section III.F of this Program.

a) The Regional Equity Working Group

In spring 2015, MTC and ABAG staff solicited participation by members of MTC's Policy Advisory Council and the MTC/ABAG Regional Advisory Working Group in the formation of a Regional Equity Working Group (REWG). The group first convened in May 2015 and has met frequently throughout the planning process. The primary purpose of the REWG is to advise MTC and ABAG staff on the development of the equity analysis, including identifying equity measures, defining communities of concern and developing the methodology for assessment. The REWG brought together stakeholders from around the region representing low-income and minority communities; seniors and persons with disabilities; staff representing local jurisdictions, transit agencies and county CTAs; public health departments; and community-based organizations and advocacy groups. All REWG meetings are open to the public.

b) MTC Policy Advisory Council

The Policy Advisory Council's Equity and Access Subcommittee (which includes representatives of minority communities within the region) reviewed and commented on staff's proposed methodology for the 2023 TIP Investment Analysis, prior to the analysis being carried out and the draft released for public review as part of the overall TIP adoption process.

C. Demographic Maps, Funding Analysis, and Impact Assessment

Background

As part of the metropolitan planning process, MTC analyzed both Plan Bay Area 2050 and the 2023 TIP investment programs to identify the distribution of Federal and State funds in the aggregate between minority and non-minority populations, and analyzed the distribution for any potential disparate impact prior to final adoption. This section describes the methodology and results of these analyses as required by the Circular. Further discussion of these topics and analyses can be found in the Plan Bay Area 2050 Equity Analysis Report⁷ and the 2023 Transportation Improvement Program Investment Analysis Report.⁸

Methodology

In addition to modeling travel and socioeconomic outcomes, based on various land use and transportation investments using equity measures, MTC carried out an off-model analysis of Plan Bay Area 2050's overall transportation investment strategy. This analysis illustrates the distribution of the proposed Regional Transportation Plan investments relative to different population subgroups and communities in the region. In an ongoing effort to ensure equity in the metropolitan transportation planning process, MTC has also carried out similar analyses of previous RTPs and TIPs.

The Transportation Investment Analysis serves three key functions, including:

- Complying with Title VI regulations (per FTA Circular 4702.1B, issued in October 2012) by conducting an assessment with “charts that analyze the impacts of the distribution of State and Federal funds in the aggregate for public transportation purposes...” and “an analysis of impacts ... that identifies any disparate impacts on the basis of race, color, or national origin...”;
- Complying with Executive Order 12898, *Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations*, which directs each federal agency to “make achieving environmental justice part of its mission by identifying and addressing, as appropriate, disproportionately high and adverse human health or

⁷ See <http://2040.planbayarea.org/reports>

⁸ See <http://mtc.ca.gov/our-work/fund-invest/transportation-improvement-program-tip/2017-tip>

environmental effects of its programs, policies, and activities on minority populations and low-income populations...”; and

- Complying with MTC’s own adopted Environmental Justice Principles.

To carry out these functions, the Transportation Investment Analysis relies on three different methodologies described in this section to determine whether Plan Bay Area 2050’s investments are shared equitably among low-income and minority populations, and to determine whether there is any disparate impact at the regional level on the basis of race, color or national origin. No specific federal standard exists for conducting an environmental justice assessment. Similarly, FTA’s Title VI requirements for MPOs do not provide any specific guidelines or benchmarks for MPO Title VI analyses. Finally, there are no established best practices or approved comparative analyses available against which MTC can measure its findings. Therefore, for this analysis, MTC builds on its prior work undertaken in previous analyses.

Population/Use-Based Analysis

This portion of the analysis compares the estimated percent of investments included in the TIP that benefit low-income populations, people of color, and seniors, to the percent of these populations’ relative usage of the transportation system, for both roadways and transit. The analysis measures transit and motor vehicle trips using the 2018/19 Bay Area Travel Survey (BATS).

1. For this analysis, investments in the TIP are separated into two modes: transit and local streets and roads/highway (referred to as “roadway”). For simplicity, pedestrian and bicycle projects are assigned to local streets and roads and not evaluated as a separate mode of travel or investment type.

For reference, Appendix C includes maps for each county with projects shown with their roadway or transit categorization.

2. To analyze what share of each mode (transit and roadway) low-income populations, people of color, and seniors utilize, the following definitions are used to identify disadvantaged populations:
 - ***Low-Income Households:*** Low-income households were defined as households earning \$50,000 or less. This is roughly equivalent to 200% of the federal poverty level for a family of four.
 - ***Households of Color:*** For this analysis, households of color were defined using U.S. Census Bureau definitions. People of color, as defined for this analysis, are people identifying as Hispanic, Black or African American, Asian, and other or two or more races.

- **Seniors:** Seniors are defined as persons aged 65 and over.
3. The assignment of investments by usage is then performed by multiplying the percent of use of the mode by the investment in that particular mode. This analysis is conducted at the county level for highways and roadways and at the transit-operator level for transit.

For the multimodal, aggregate analysis, trip data from the BATS is used. As an illustrative example, low-income populations make 19% of Alameda County roadway trips. For a \$50 million state highway project in that county, 19% or \$9.5 million, would be assigned as a financial benefit to low-income populations and the remaining 81%, or \$40.5 million, to the remaining population. A similar approach is followed for transit investments by operator. A similar analysis is conducted using roadway vehicle miles traveled (VMT) and transit origin-destination distance.

For the in-depth analysis, transit usage data is derived from the most recent transit survey data available for each operator through MTC's ongoing Transit Passenger Demographic Survey. For in-depth roadway usage, VMT data is used from the BATS.

4. The investments by mode (from county or transit operator data) are summed for low-income, people of color, and senior populations based on each group's usage share of each mode. The percent of usage of the system by the target and other populations is then compared to the percent of investment for trips supporting that population.

At a regional level, while this approach takes advantage of the available data on trips for low-income and minority populations by county and transit operator, it is still a coarse analysis that has the following limitations:

- The analysis does not account for benefits and burdens at the project level. While a roadway project may benefit all users of that facility, the benefits may not necessarily accrue at the same proportion to each population group as their share of all trips in a county where the facility is located.
- The analysis also assumes that the share of trips by mode by a particular population group remains the same in future years, regardless of investments that improve efficiency, safety, capacity or access.
- The analysis does not adjust for the relative size of populations in future years. For example, the share of low-income population in 2040 may or may not be the same compared to 2014.
- Lastly, pedestrian and bicycle projects are assigned to local streets and roads due to a lack of sufficient data on use by income and race/ethnicity, and some regional programs such

as the climate initiative were not included in the assessment since they do not fit the roadway or transit categories.⁹

The Title VI analysis is a subset of the population/use-based analysis, which only considers public transit projects that are funded through federal and state sources (described in more detail below).

Project Mapping Analysis

To supplement the population/use-based analysis described above, MTC mapped all roadway and transit projects to show the spatial distribution of projects relative to communities of concern (CoCs) and census tracts with a concentration of minority populations. This analysis only presents data visually. It does not use a metric to estimate the potential benefit or burden of each project on disadvantaged communities. It also does not include projects that cannot be mapped. For example, a substantial share of total funding in the RTP is dedicated to transit operations, but this investment cannot be mapped as a project because each transit operator serves a fairly large geographic area rather than a point on a map.

This qualitative assessment involves examining the distribution of projects for any indication of systematic exclusion of CoCs or minority communities in the distribution of benefits. It also involves examining the distribution of projects for any systematic imbalances within the distribution of projects between CoCs and the remainder of the region, or between minority and non-minority communities. The analysis for minority populations satisfies one component of the Title VI analysis of the Plan, as described below.

Title VI Compliance

Federal Transit Administration (FTA) released updated guidance in October 2012 specifying how MPOs such as MTC must demonstrate compliance with Title VI of the Civil Rights Act of 1964 and DoT's Title VI regulations in the metropolitan planning process. This section describes the methodology for conducting the analysis that demonstrates compliance with these requirements, including the methodology for conducting a disparate impact analysis.

FTA Requirements for Title VI Analysis

FTA Requirement	Related Plan Bay Area 2040 Analysis
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⁹ For example, the Sonoma-Marín Area Rail Transit service started in mid-2017, so there no usage data was available at the time of the assessment, even though the plan allocates future funding for the project.

“Demographic maps that overlay the percent minority and non-minority populations as identified by Census or ACS data ...”	Project mapping analysis that overlays projects that can be mapped over above-regional-average concentrations of minority residents.
“[C]harts that analyze the impacts of the distribution of State and Federal funds in the aggregate for public transportation purposes...”	Population/use-based analysis of public transit investments using state and federal funding sources.
“An analysis of impacts identified in paragraph [above] that identifies any disparate impacts on the basis of race, color, or national origin” ¹⁰	Disparate impact analysis comparing Plan Bay Area 2040 investments per capita and per rider for minority and non-minority populations.

Because the plan covers a long-time horizon and includes many types of fund sources the disparate impact analysis shows all transit investments overlaid against minority tracts, regardless of fund source. MTC will continue to investigate the feasibility of updating future RTP project databases and/or travel model parameters to include more specific fund source information in light of these FTA requirements. MTC does have the data to distinguish between public transportation investments that receive state and federal funds for the population/use-based analysis.

The state and federal fund sources included in the Title VI analysis are:

- *Transit Operating* – State Transit Assistance (revenue- and population-based), FTA Sections 5307 and 5311, Low Carbon Transit Operations Program (Cap and Trade);
- *Transit Capital (Replacements)* – FTA Sections 5307, 5340, 5311, 5337, and 5339, FHWA Ferry Boat Program, FTA Passenger Ferry Grant Program, FTA Bus and Bus Facilities Discretionary Program, STBGP/CMAQ; and
- *Transit Capital (Expansions)* – FTA Section 5309, STBGP/CMAQ, Transit and Intercity Rail Program (Cap and Trade), Affordable Housing and Sustainable Communities Program (Cap and Trade), High Speed Rail, Anticipated.

To conduct the disparate impact analysis, the results of the population/use-based analysis of public transit investments using state and federal funds are assigned to minority and non-

¹⁰ FTA Circular 4702.1B, page VI-2. See: https://www.transit.dot.gov/sites/fta.dot.gov/files/docs/FTA_Title_VI_FINAL.pdf.

minority populations on a per capita and per-rider basis. A comparison of the per capita and per-rider investments for the two groups determines whether there is any disparate impact.

Although FTA does not provide specific guidance or standard benchmarks for MPOs to use in the metropolitan planning process to determine whether any given result represents a disparate impact, a general practice in disparate impact analysis is to use the percentage result to determine whether any differences between benefits for minority or non-minority populations may be considered statistically significant. If a disparate impact is found to be statistically significant, consideration must then be given to “whether there is a substantial legitimate justification for the policy that resulted in the disparate impacts, and if there are alternatives that could be employed that would have a less discriminatory impact.”¹¹

Results: Demographic Mapping Analysis

The second part of the investment analysis is to map the location of transit and roadway projects included in the RTP, overlaid with census tracts that are designated as CoCs and have a higher-than-regional-average (>59 percent) concentration of minority populations. The purpose of this analysis is to qualitatively assess the spatial distribution of projects for any apparent systematic exclusion of CoCs or minority populations at a regional level, or for any apparent systematic imbalances between the distribution of projects between CoCs and the remainder of the region, or between minority and non-minority populations. This assessment is intended to provide a regional-level analysis of the RTP’s investments. Individual projects will be subject to their own Title VI and environmental justice analyses during implementation, as required under federal and state laws.

For the analysis of minority populations, the project layers from Maps 43 and 44 are overlaid with census tracts in the region that have a higher-than-regional-average (>59 percent) concentration of minority populations. As with the CoC analysis, there is a strong relationship between the spatial distribution of investments in the Draft Plan and minority tracts. Based on this assessment, there does not appear to be any systematic exclusion of communities from Plan investments on the basis of minority status, or imbalances in the distribution of projects between minority and non-minority communities.

¹¹ Ibid.

Results: Charts That Analyze the Impacts of the Distribution of State and Federal Funds in the Aggregate for Public Transportation Purposes

To create charts illustrating the impacts of the distribution of State and Federal funds in the aggregate for public transportation purposes, a population/use-based analysis was carried out on both Plan Bay Area 2050 and the 2023 TIP. This section provides the results of those analyses.

Results: Plan Bay Area 2050

Transit investments by transit operator are allocated to people of color and white populations based on their respective shares of ridership on that particular transit system. The allocations by transit operator are then added for each population subgroup, to estimate the total transit investment shares allocated to people of color and white populations. The funding shares allocated to these population subgroups based on their use of the transit system constitute the “benefit” of the investments to those groups. The analysis is similar for road investments, but shares are calculated at the county level using shares of trips, given the constraints of demographic data for road trips. Shares of transit ridership are sourced from various transit passenger demographic surveys conducted between 2012 and 2019 through the Regional Onboard Survey Program,¹² and shares of motor vehicle trips are sourced from the 2012 California Household Travel Survey (CHTS).

All transportation investments in Plan Bay Area 2050 are considered eligible for federal and state funding and hence within the scope of this analysis. This includes the nearly \$600 billion that the Draft Plan invests in transportation until 2050 – all investments within the Transportation Element, and transportation-related investments within the Environment Element, such as sea level rise adaptation investments for highway and rail facilities, clean vehicle initiatives and transportation demand management initiatives – all of which constitute the Regional Transportation Plan. The table below offers a breakdown of these transportation investments. Separate demographic data for bicycle and pedestrian investments use are not available; these investments are consolidated with road investments to allocate the investments at a county level. “Goods Movement” expenditures are consolidated with road investments, and “Other Programs” are assigned to transit or road investments based on the users they would primarily benefit.

¹²Regional Onboard Survey Program: <http://bayareametro.github.io/onboard-surveys/>

Plan Bay Area 2050: Regional Transportation Plan (RTP) investments by mode

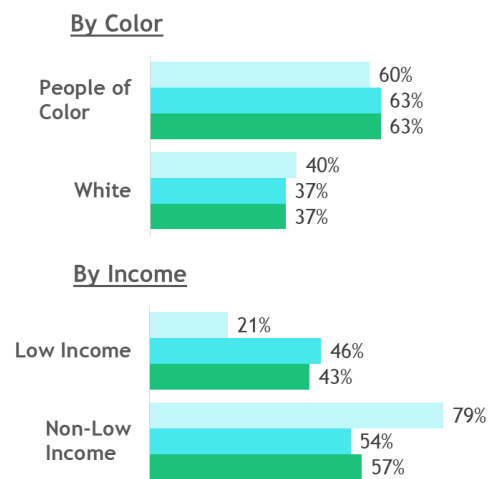
	Investment (\$ billion)	Share of Investment
Public Transit	\$406	69%
Roadway/Bridge	\$147	25%
Bicycle and Pedestrian	\$16	3%
Goods Movement	\$2	<1%
Other Programs	\$22	4%
Total	\$591	100%

Note: Numbers may not add up to total due to rounding.

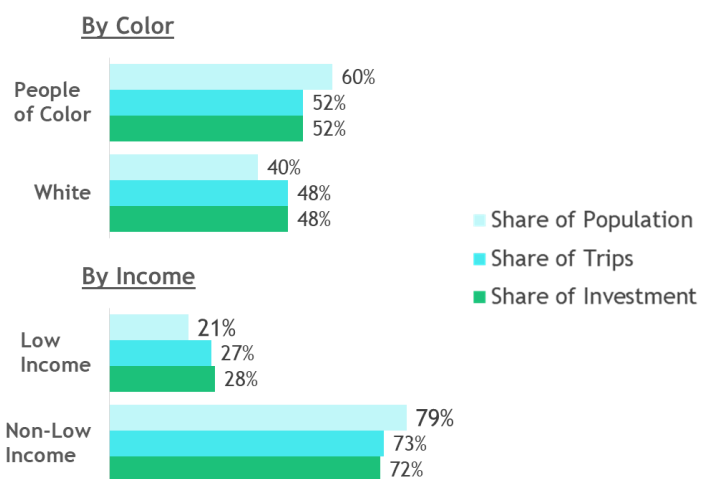
Findings

The results of this analysis are shown below. The share of transit investments that benefits people of color (63%), with respect to their current use, is proportional to the share of ridership (63%). The share of transit investments that benefits people with low incomes, with respect to their current use, is slightly lower than the share of ridership. In the case of road investments, the share of investments that benefits people of color (52%), with respect to their current use, is proportional to the share of trips (52%). The share of road investments that benefits people with low incomes (28%), with respect to their current use, is marginally higher than the share of trips (27%).

Transit Investments



Road Investments



Transit and Road investment shares relative to share of population and ridership/trips, by color and income

Following FTA guidance, MTC’s disparate impact analysis of plan investments reveals that the people of color population in the region would receive 63% of Plan Bay Area 2050 transit investment benefits, higher than the share received by the white population at 37%. In different terms, the Draft Plan invests \$56,000 per capita toward people of color, relative to \$49,300 per capita toward white people.

Disparate Impact Analysis results, population-based

	Population (2018)		Plan Bay Area 2050 Transit Investments (2021–2050)		Per Capita Benefit (2021–2050)
	#	%	\$ million	%	\$
People of Color	4,630,000	60%	\$259,100	63%	\$56,000
White	3,046,000	40%	\$150,300	37%	\$49,300

Note: Dollar values shown in year of expenditure dollars.

Source: U.S. Census Bureau American Community Survey 2014–2018, National Transit Database, Regional Onboard Survey Program 2012–2019, MTC’s analysis of Plan Bay Area 2050 Investments

When compared on a per rider basis, the Plan invests \$233,000 per rider toward people of color, relative to \$231,600 per capita toward white people. Based on these results, presented in Disparate Impact Analysis by population table above and the Disparate Impact Analysis by ridership below, MTC concludes that there are no disparate impacts of the distribution of federal and state transit funds and that the Plan is in compliance with Title VI of the Civil Rights Act of 1964.

Disparate Impact Analysis results, ridership-based

	Transit Ridership (2018)		Plan Bay Area 2050 Transit Investments (2021–2050)		Per Rider Benefit (2021–2050)
	#	%	\$ million	%	\$
People of Color	1,110,000	63%	\$259,100	63%	\$233,400
White	649,000	37%	\$150,300	37%	\$231,600

Note: Dollar values shown in year of expenditure dollars.

Source: U.S. Census Bureau American Community Survey 2014–2018, National Transit Database, Regional Onboard Survey Program 2012–2019, MTC’s analysis of Plan Bay Area 2050 Investments

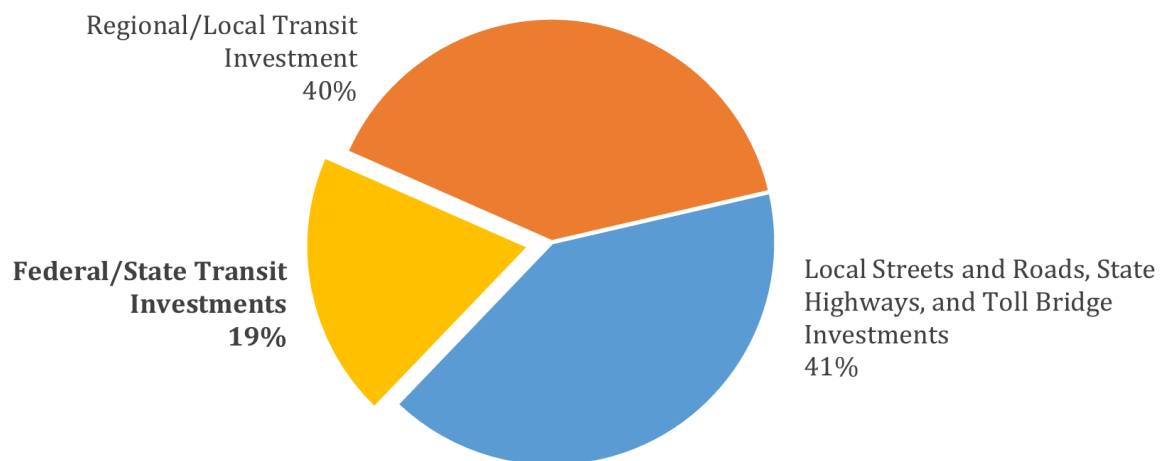
It is worth noting that calculating the shares of benefit that are attributed to population subgroups is based on current transit usage patterns. The Draft Plan invests in strategies that are designed to increase transit accessibility for households with low incomes, which might change future usage

patterns. Such strategies include means-based transit fare subsidies, seamless transit and affordable housing production and preservation in transit-rich areas. These strategies are expected to drive an increase in ridership among people of color, thereby increasing the share of benefits attributed to this subgroup relative to white people.

Results: 2023 Transportation Improvement Program

The following summarizes the disparate impact results from the Investment Analysis in 2023 TIP. The federal and state funding sources for transit account for only a small portion (19%) of funding in the 2023 TIP, as illustrated below.

2023 TIP Transit Investments from Federal/State Sources as a Share of All Investments



Source: 2023 TIP

Although 40% of the 2023 TIP is made up of regional or local investments in public transit, it is important to note that a substantial share of total funding dedicated to transit operators for ongoing operations and maintenance is not included in the TIP. This funding comes from state, regional and local sources and may not be captured in the TIP as these projects and programs do not typically require a federal action.

The disparate impact analysis indicates that the share of federal and state transit investments distributed to transit service supporting people of color is greater than the respective shares of regional transit ridership and regional population.

2023 Federal/State Transit Investments by Race/Ethnicity

	Federal/State Transit Investments (in millions)	Percent of Total Federal/State Transit Funding	Percent of Regional Ridership	Percent of Total Regional Population
People of Color	\$1,367	65%	63%	62%
White Population	\$751	35%	37%	38%
Total	\$2,119	100%	100%	100%

Sources: 2014-19 MTC Transit Passenger Demographic Survey, 2018 BART Customer Satisfaction Survey, 2023 TIP

Investments distributed on a per-capita basis indicate that people of color in the region are receiving \$286 in benefits per person, more than the \$254 in benefits per person for white populations (or 113% of the benefits received by white residents).

2023 Federal/State Transit Investments, Disparate Impact Analysis by Population

	Federal/State Transit Investments (in millions)	Regional Population (2019)	Per- Capita Benefit	Per Capita Benefit for People of Color as a Percentage of White per Capita Benefit
People of Color	\$1,367	4,778,954	\$286	113%
White Population	\$751	2,960,424	\$254	N/A
Total	\$2,119	7,739,378	\$1,631	N/A

Sources: 2014-19 MTC Transit Passenger Demographic Survey, 2018 BART Customer Satisfaction Survey, 2023 TIP

Investments distributed on a per transit rider basis indicate that people of color in the region receive \$1,294 in benefits per rider, more than the \$1,218 in benefits per transit rider for white populations (or 106% of the benefits received by white residents).

2023 Federal/State Transit Investments, Disparate Impact Analysis by Boardings

	Federal/State Transit Investments (in millions)	Average Daily Transit Ridership (2014-19)	Per- Rider Benefit	Per Capita Benefit for People of Color as a Percentage of White per Capita Benefit
People of Color	\$1,367	1,056,083	\$1,294	106%
White Population	\$751	617,342	\$1,218	N/A
Total	\$2,119	1,673,425	\$6,103	N/A

Sources: 2014-19 MTC Transit Passenger Demographic Survey, 2018 BART Customer Satisfaction Survey, 2023 TIP

While the 2023 TIP continues to make improvements in transit per rider and per capita disparate impact metrics, the proportion of investments supporting low-income transit riders continues to be less than the share of transit trips within the same group. It is important to emphasize that the TIP does not reflect the full picture of transportation investments in the Bay Area. The TIP only includes four years of near-term fund programming and tends not to include operating and maintenance funds, particularly for transit.

Comparison with Prior Analyses

The share of transit investments in the 2023 TIP that support trips made by passengers in low-income households (31%) continues to be less than these passengers' relative share of transit trips (44%). Although the share of low-income trips and the corresponding proportion of TIP investments have both declined in recent analyses, the proportion of TIP investments has declined more precipitously, resulting in a growing divide between TIP investment supporting low-income transit riders and the proportion of trips by these riders. Over the past two TIP periods, the majority of TIP transit investment has been directed to a single project: BART's Berryessa to San Jose Extension. The proportion of low-income BART riders is lower than the regional average for transit riders, consequently the last two analyses have shown a greater disparity between the proportion of low-income trips and associated TIP investment levels. Declines seen in both these metrics are also driven in part by the static definition of low-income riders, which captures a decreasing share of transit passengers over each subsequent TIP analysis due to steady increases in median income over the same period.

Conversely, the results of the disparate impact transit analysis have improved with the 2023 TIP, as compared to the 2021 TIP. The per transit rider investment benefit for people of color increased from 95% of transit investment benefits for white populations in the 2021 TIP to 106% benefit in the 2023 TIP. Similarly, the per capita transit investment benefit for people of color continues to exceed the per capita for white populations (113% of the white per capita benefit in 2023 TIP).

VI. Clipper® Fare Payment System

The Clipper® Program is a fare payment system based on smart card technology that is used to pay fares on transit systems throughout the Bay Area. The Clipper card is currently accepted on 22 Bay Area transit operators, including the Alameda-Contra Costa Transit District (AC Transit); Golden Gate Bridge Highway and Transportation District (GGBHTD); the San Francisco Bay Area Rapid Transit District (BART); the City and County of San Francisco Municipal Transportation Agency (SFMTA); the San Mateo County Transit District (SamTrans); the Santa Clara Valley Transportation Authority (VTA); the Peninsula Corridor Joint Powers Board (Caltrain); Central Contra Costa Transit Authority; City of Fairfield, as the operator of Fairfield and Suisun Transit; City of Petaluma; Eastern Contra Costa Transit Authority;

Livermore/Amador Valley Transit Authority; Marin County Transit District; Napa County Transportation and Planning Agency; Solano County Transit; Sonoma County Transit; Vacaville City Coach; Western Contra Costa Transit Authority; San Francisco Bay Area Water Emergency Transportation Authority; City of Santa Rosa; City of Union City; and the Sonoma Marin Area Rail Transit System.

MTC is authorized by state statute¹³ to adopt rules and regulations to promote the coordination of fares and schedules for all public transit systems within its jurisdiction and to require every system to enter into a joint fare revenue sharing agreement with connecting systems. Pursuant to this statute, MTC adopted a Transit Coordination Implementation Plan (MTC Resolution 3866) which required certain Bay Area transit operators to implement, operate and promote the Clipper® fare payment program as their primary fare payment systems.

Transit operators participating in the Clipper® program are responsible for establishing their own fare policies, and would ordinarily be responsible for conducting the fare and service change Title VI analyses required by the Circular. However, since MTC mandated the transition to Clipper®, MTC undertook a Title VI analysis of the Clipper® transition in compliance with Chapter IV, Section 7 of the Circular. MTC reported on the result – the *Final Title VI Summary Report, Clipper® Fare Media Transitions (Final Summary Report)* – in its 2014 Title VI Program.

MTC regularly conducts community and operator outreach efforts related to the Clipper® program.

As Bay Area transit ridership slowly climbs back from the steep decline caused by the COVID-19 pandemic, the new [Clipper START](#) (link is external) program allows lower-income adults age 19-64 to receive significant fare discounts on select transit services around the region. Clipper START discounts are 50 percent off fares for Muni, Caltrain, and select Golden Gate Transit and Ferry routes, and 20 percent off BART fares.

Clipper START is an 18-month pilot program initiated by Bay Area transit agencies and the Metropolitan Transportation Commission (MTC) that uses the Clipper® transit fare payment system to reduce the cost of transportation for adults whose household incomes are no more than twice the federal poverty level (for example, \$52,400 for a family of four). This can be an important benefit, as transportation costs are a significant burden on many households, particularly during the current economic climate.

MTC did not impose any additional card fees or require any transit operators to transition fare media to Clipper® for the period covered by this Program.

¹³ California Government Code § 66516.

MTC Clipper® Mobile Card Fare Equity Analysis

In recent years, a similar chip as is contained in the Clipper plastic card has been integrated into most smartphones and smartwatches. This allows transit agencies to create “mobile” cards which can be read by the same card readers as the plastic cards. MTC has partnered with their fare integrator along with Google and Apple to allow customers to create Clipper mobile cards which are contained in the “wallet” of a customer’s smartphone or smartwatch.

The mobile cards have some benefits over the plastic cards. First is that the mobile cards cost less to issue than the plastic cards and do not need to be physically distributed to ticket machines or sales outlets. Another benefit is that the mobile card is integrated into a device customers tend to keep for several years, and they are difficult to share with other customers which is a fare evasion concern.

MTC introduced the mobile card in early 2021 with no card acquisition fee as a promotion for the first six months. The same \$3 fee as the plastic card started to be charged in October 2021. The fee was again waived as a promotion in March 2022 because of supply-chain issues causing delays in shipments of plastic cards.

Based on the results of the completed analysis, see Appendix M, the reduced cost of the mobile Clipper card compared to the plastic card does not cause a disparate impact or disproportionate burden for Clipper customers protected under Federal Title VI and Environmental Justice regulations. Overall, the benefits for minority customers are higher based on their higher usage of the mobile card. Low-income customers will be paying higher overall card acquisition fees if they continue to acquire more plastic than mobile cards, however the fee difference does not exceed the transit agency adopted thresholds.

To close the gap for low-income customers, MTC may consider the continuation of programs which provide plastic Clipper cards to low-income customers at no cost. The Clipper START pilot-program is one effective way to distribute more free plastic cards since the program is targeted to low-income customers. MTC also has a program to provide free cards to community-based organizations whose primary mission is serving low-income individuals.

MTC Clipper® Bay Pass Pilot Program

The Clipper BayPass Pilot Program initially launched in August 2022 at four educational institutions (San Francisco State University, San Jose State University, UC Berkeley, and Santa Rosa Junior College) and expanded on October 31, 2022, to 12 affordable housing communities managed by MidPen Housing in Alameda, San Mateo, and Santa Clara Counties. Clipper BayPass provides participants with a transit pass valid for unlimited travel (excluding San Francisco Municipal Transportation Agency’s Cable Cars in San Francisco) on all 22 Bay Area

transit operators that use the Clipper Card payment system. The Clipper BayPass Pilot Program is a research project intended to have a two-year duration, concluding in the summer/fall of 2024. The Clipper BayPass Pilot Program is being offered to participants/institutions at no charge. MTC and transit operators are funding the program with non-federal California State Transit Assistance (STA) funds.

The Clipper BayPass Pilot Program launched as a “pilot” under the provisions of the Federal Transit Administration’s (FTA) Title VI Circular for the initial six-month period permitted by the Title VI Circular. On November 28, 2022, Karin Vosgueritchian, Regional Civil Rights Officer for Region 9 of the FTA granted an extension of the “pilot” for an additional six months. On September 14, 2023, Jason Ciavarella, representative for Region 9 of the FTA approved an additional six months with the pilot concluding in February 2024. During this requested extended time period MTC, Bay Area transit operators, and a consultant team will be working to prepare a Title VI equity analysis informed by the data we have gathered over the pilot period.

VII. GLOSSARY

ABAG	Association of Bay Area Governments
AC Transit	Alameda-Contra Costa Transit District
ACS	American Community Survey
BAAQMD	Bay Area Air Quality Management District
BAHA	Bay Area Headquarters Authority
BAIFA	Bay Area Infrastructure Financing Authority
BART	San Francisco Bay Area Rapid Transit District
BATA	Bay Area Toll Authority
Bay Area	The nine-county San Francisco Bay Area, including Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano and Sonoma Counties
Bay Area Partnership	A confederation of the top staff of various transportation agencies in the region (MTC, public transit operators, CMAs, city and county public works departments, ports, Caltrans, US DOT) as well as environmental protection agencies.
BCDC	Bay Conservation and Development Commission
Caltrain	Peninsula Corridor Joint Powers Board
Caltrans	California Department of Transportation
CBTP	Community Based Transportation Plan
CCTA	Contra Costa Transportation Authority
Circular	Federal Transit Administration Circular 4702.1B

Clipper®	A card that can be used to pay fares electronically on the Bay Area's transit systems
CTA	County Transportation Agency
CMAQ	Congestion Mitigation and Air Quality Improvement
Coordinated Plan	MTC's Coordinated Public Transit/Human Services Transportation Plan
Designated Recipient	An entity designated by the state governor to receive and/or suballocate FTA formula funds
Direct Recipient	An eligible entity authorized by a designated recipient or state to receive specified formula funds directly from FTA
FasTrak®	Electronic toll collection system
FHWA	Federal Highway Administration
FSP	Freeway Service Patrol
FTA	Federal Transit Administration
GGBHTD	Golden Gate Bridge, Highway and Transportation District
FY	Fiscal Year
JARC	Job Access Reverse Commute
LAVTA	Livermore-Amador Valley Transit Authority
LEP	Limited English Proficient
Lifeline	Lifeline Transportation
MAP-21	Moving Ahead for Progress in the 21 st Century Act

MPO	Metropolitan Planning Organization
MTC	Metropolitan Transportation Commission
Muni	The San Francisco Municipal Transportation Agency, also “SFMTA”
PAC	Policy Advisory Council
Plan Bay Area	The region’s first long-range integrated transportation and land-use/housing strategy that guides growth and policy decisions through 2040, consistent with Senate Bill 375; also the 2013 RTP.
PMP	Program Management Plan
PPP	Public Participation Plan
RTP	Regional Transportation Plan
SAFE	Metropolitan Transportation Commission Service Authority for Freeways and Expressways
SamTrans	San Mateo County Transit District
SFCTA	San Francisco County Transportation Authority
STA	State Transit Assistance
STP	Surface Transportation Block Grant Program
Subrecipient	Any entity that receives FTA financial assistance as a pass-through from another entity.
TDA	Transportation Development Act
TIP	Transportation Improvement Program
Title VI	Title VI of the Civil Rights Act of 1964, as amended (42 U.S.C. § 2000d et seq.)

US DOT

United States Department of Transportation

VTA

Santa Clara Valley Transportation Authority

https://metrotrans-my.sharepoint.com/personal/mbrinton_bayareametro_gov/Documents/Title VI Triennial Report 2020/MTC Title VI 2020 draft v2 8.2020.docx