

**FINAL Title VI Summary Report  
Clipper<sup>®</sup> BayPass Phase 1 Pilot Program  
February 28, 2024**

## Table of Contents

I.	Executive Summary .....	3
II.	Background.....	4
III.	Outreach, Policy Review, Survey/Usage Data, and Industry Review Summary.....	6
A.	Outreach.....	6
B.	Policy Review .....	7
C.	Survey and Usage Data.....	9
D.	Industry Review .....	9
IV.	Disparate Impact and Disproportionate Burden Analysis .....	10
A.	Methodology .....	12
B.	Analysis Results.....	16
V.	Lessons Learned for Future Program Phases.....	28
A.	Data Collection and Surveys.....	28
B.	Analysis Methodology .....	29
VI.	Appendices.....	30
A.	Sample Outreach Communication .....	30
B.	Sample MidPen Housing Survey .....	33
C.	Small Transit Providers Service Area Demographics .....	48
D.	Clipper® Card Trip Usage Report.....	49
E.	Detailed Disparate Impact/Disproportionate Burden Analysis Results for MidPen Housing.....	50

## **I. Executive Summary**

This report outlines the Title VI analysis conducted for Phase 1 of the Clipper<sup>®</sup> BayPass Pilot Program. The analysis, adhering to Federal Transit Administration (FTA) guidelines, ensures alignment with Title VI standards across all participating transit agencies within the Clipper<sup>®</sup> fare payment system.

Phase 1, initiated in August 2022, collaboratively developed by the Metropolitan Transportation Commission (MTC), the Bay Area Rapid Transit District (BART), and other transit agencies, aimed to provide free transit access to selected participants—students at four institutions of higher education and residents of 12 affordable housing communities—across the nine-county region. The pilot program highlighted MTC's commitment to promoting equity and seamlessness in the Bay Area's fare system and yielded a significant increase in transit usage and inter-operator transfers among program participants. The success of this program could set the stage for future multi-agency transit pass development.

Over 50,000 residents were selected to receive free transit access, with participation from educational institutions and affordable housing communities across multiple counties. All transit agencies in the Clipper system collaborated to deliver this pilot product to the region. Multiple outreach efforts, communication via emails, and online surveys facilitated awareness and engagement with the pilot program among target demographics.

A comprehensive policy review, including outreach, policy analysis, survey data, and usage data, and industry review, revealed no disparate impacts or disproportionate burdens among participants, and therefore does not recommend any mitigation strategies. However, areas for enhancement in data collection methodologies and analysis protocols were identified to ensure continued program success.

Lessons learned from this pilot program should be used to improve the robustness of data collection and analytical frameworks, and ensure equitable expansion in future phases of the Clipper<sup>®</sup> BayPass program.

## II. Background

This report details the Title VI analysis conducted for Phase 1 of the Clipper® BayPass Pilot Program as part of the Clipper® BayPass Pilot Program Title VI Analysis project. The analysis was performed for the Metropolitan Transportation Commission (MTC) in accordance with Federal Transit Administration (FTA) Circular 4702.1B “Title VI Requirements and Guidelines for Federal Transit Administration Recipients” (October 1st, 2012). MTC as a Metropolitan Planning Organization is not required to have a Title VI Program that addresses policies or guidelines that analyze changes in fixed-route transit service levels or fares. For due diligence purposes, this analysis demonstrates how the Clipper® BayPass Phase 1 Pilot Program aligns with Title VI requirements using the Title VI standards of all transit agencies participating in the Clipper® fare payment system.

Phase 1 of the program began in August 2022. It was developed by MTC in conjunction with the Bay Area Rapid Transit District (BART) and other transit agencies participating in the Clipper® fare payment system. Phase 1 of the pilot program provides a group of test users (students and residents of affordable housing communities) with free access to bus, rail, and ferry services in the nine-county region. Studying a regional fare pass in the pilot program demonstrates MTC’s commitment to building a more equitable and seamless fare system for the Bay Area. The pilot was designed to assess how an all-system pass could impact travel in the Bay Area. It has resulted in an 40% increase in transit use among test users compared to their peers who received standard operator-specific institutional passes. It also resulted in a 74% increase in inter-operator transfers among recipients.<sup>1</sup> Building on its success, the pilot program will help shape the development of new Bay Area multi-agency transit passes.

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<sup>1</sup> Clipper® BayPass Project Update Fare Integration Task Force October 23, 2023, Agenda Item 4b.

For the pilot, over 50,000 Bay Area residents were provided free access to bus, rail, and ferry services in the nine-county region. Four public educational institutions agreed to participate in the pilot program and were chosen to represent a diverse mix of geographic locations and populations. In addition, MidPen Housing, a non-profit affordable housing developer and manager, participated in the pilot program. Qualifying individuals for the pilot program included:

- 9,000 students at San Francisco State University (SFSU)
- 7,000 students at San Jose State University (SJSU)
- 12,000 students at University of California, Berkeley (UCB)
- All students at Santa Rosa Junior College (SRJC)
- All residents of select affordable housing communities managed by MidPen Housing in Alameda County, San Francisco County, San Mateo County, Santa Clara County, and Solano County

Participating transit agencies and services included the following:

- Alameda-Contra Costa Transit District (AC Transit)
- BART
- Caltrain
- County Connection
- Dumbarton Express (AC Transit)
- Fairfield and Suisun Transit (FAST)
- Golden Gate Bridge, Highway, and Transportation District (GGBHTD)
- Livermore Amador Valley Transit Authority (LAVTA)
- Marin Transit
- Napa Valley Transportation Authority
- Petaluma Transit
- San Francisco Bay Ferry
- San Francisco Municipal Transportation Agency (SFMTA)
- San Mateo County Transit District (SamTrans)

- Santa Clara Valley Transportation Authority (VTA)
- Santa Rosa CityBus
- Solano County Transit (SolTrans)
- Sonoma County Transit
- Sonoma-Marín Area Rail Transit (SMART)
- Tri Delta Transit
- Union City Transit
- Vacaville City Coach
- Western Contra Costa Transit Authority (WestCat)

### **III. Outreach, Policy Review, Survey/Usage Data, and Industry Review Summary**

#### ***A. Outreach***

The outreach activities conducted by BART and MTC to inform qualifying individuals about the pilot program were concise and targeted. Between late 2022 and early 2023, a series of communications was sent out including:

- Emails to students, providing essential details about the pilot program's benefits and enrollment instructions.
- Letters containing specific information about the pilot program to MidPen Housing residents.
- An online survey among participants to collect feedback on awareness and usage and to improve the pilot program based on user experience.

These efforts were instrumental in promoting awareness and engagement with the pilot program. Examples of the correspondences are in Appendix A.

***B. Policy Review***

FTA Circular 4702.1B requires that a fare equity analysis be completed by large transit providers for any change in fares or in fare media to measure and address any disparate impact (DI) on minority populations or disproportionate burden (DB) on low-income populations as defined below:

- DI refers to a racially neutral policy or practice that disproportionately affects members of a group identified by race, color, or national origin, where the recipient's policy or practice lacks a substantial legitimate justification and where there exists one or more alternatives that would serve the same legitimate objectives but with less disproportionate effect based on race, color, or national origin.
- DB refers to a neutral policy or practice that disproportionately affects low-income populations more than non-low-income populations. A finding of disproportionate burden requires the recipient to evaluate alternatives and mitigate burdens where practicable.

The project team researched Title VI program information for each of the 23 transit agencies listed above. Information collected included the time period covered by the program, DI/DB thresholds, and whether a fare equity analysis had been conducted. Per FTA guidance, distinctions were made between large and small providers (operating more or less than 50 fixed route vehicles in peak service) and whether the agency operated in a large, urbanized area (above or below 200,000 residents). The breakdown of agencies is shown in Table 1. Agencies with a checked box are required to submit a Title VI Program, including service and fare equity analyses, to the FTA.

Table 1: Size of Bay Area Transit Agencies and Their Service Area

Transit Operator	Operating 50 or More Peak Fixed Route Vehicles?	Located in Large, Urbanized Area (20,000 or More People)?	Title VI Analysis Required?
AC Transit	Yes	Yes	<input checked="" type="checkbox"/>
BART	Yes	Yes	<input checked="" type="checkbox"/>
Caltrain	Yes	Yes	<input checked="" type="checkbox"/>
County Connection	Yes	Yes	<input checked="" type="checkbox"/>
Dumbarton Express (AC Transit)	No	Yes	
FAST	No	No	
GGBHTD	Yes	Yes	<input checked="" type="checkbox"/>
LAVTA	No	Yes	
Marin Transit	Yes	Yes	
Napa Valley Transportation Authority	No	No	
Petaluma Transit	No	No	
SamTrans	Yes	Yes	<input checked="" type="checkbox"/>
San Francisco Bay Ferry	No	Yes	<input checked="" type="checkbox"/>
Santa Rosa CityBus	No	Yes	
SFMTA	Yes	Yes	<input checked="" type="checkbox"/>
SMART	No	Yes	
SolTrans	No	No	
Sonoma County Transit	No	Yes	
Tri Delta Transit	Yes	Yes	<input checked="" type="checkbox"/>
Union City Transit	No	Yes	
Vacaville City Coach	No	No	
VTA	Yes	Yes	<input checked="" type="checkbox"/>



WestCat	No	Yes	
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**C. Survey and Usage Data**

Data were analyzed from the online survey that was sent to participants in the pilot program at each of the four educational institutions and MidPen Housing locations.<sup>2</sup> The survey results provide information on the pilot program participants’ race/ethnicity and household income. That information was then compared with the overall student body’s racial composition and household income levels to assess whether the distribution of BayPasses reflected the racial composition and household income distribution of the student body as a whole. An example of the survey sent to MidPen Housing locations is shown in Appendix B.

Reports of Bay Area public transportation usage data from the Clipper<sup>®</sup> BayPass Randomized Control Study were also analyzed. These reports provided a high-level summary of usage levels for each agency’s services by participants from the institutions but did not include demographic data .

**D. Industry Review**

The project team conducted an industry review to identify other regions and transit providers currently implementing institutional pass programs to learn about their experiences navigating Title VI policies across multiple agencies under one institutional pass, as well as structures for fare policies.

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<sup>2</sup> BART’s evaluation consultants for the project, The Behaviouralist, reported that participating educational institutions are subject to the Family Educational Rights and Privacy Act (FERPA). Institutional staff confidentially conducted survey distribution to maintain compliance with privacy laws. Educational institutions distributed surveys via email to individuals who were eligible for the BayPass (students in Fall 2022 at UC Berkeley, San Jose State and San Francisco State / students in Fall 2022 and/or Spring 2023 at Santa Rosa Junior College). MidPen Housing distributed their survey via email as well as using flyers with QR codes that residents could scan to take an online version of the survey. Partner institutions then uploaded their survey results to Box folders that the BayPass project team used to collect and analyze survey datasets within privacy law compliance.

Three videoconference interviews were conducted with agencies across varying scales that have successfully implemented institutional pass programs. The interviews collected information regarding pricing policies, equity considerations, and Title VI studies that were conducted by the agencies. The agencies interviewed, size of agencies, and dates of interviews include the following:

- King County Metro (*large*) and Sound Transit (*large*), on January 16, 2024
- TriMet (*large*), on January 18, 2024
- Portland Streetcar (*small*), on January 23, 2024

The full results of the interviews are in a separate memo titled “Clipper® BayPass Pilot Program Title VI Analysis: Additional Data Collection – Industry Review”. Key takeaways include:

- Title VI is only required for regional passes if the program:
  1. Changes the fare amount
  2. Transitions the passenger payment method from cash to electronic
  3. Changes a service or fare that impact some agencies on a regional pass program, but not all.
- Title VI is not always needed, particularly if fares for passengers do not change or if a regional pass program aligns fares to current fare policies and pricing.
- Revenue splits should be calculated in a way that is easily auditable, however, there will always be some agencies that benefit more from the calculation (e.g., larger agencies) and those that do not benefit as much (e.g., smaller agencies).
- Fare capping is important given industry trends and functionality that is built-into new, next generation smart card systems. Fare capping has relevant application for both daily cash fares and monthly passes which are common at large employer sites or educational institutions such as universities.

#### **IV. Disparate Impact and Disproportionate Burden Analysis**

DI and DB refer to fare changes or major service changes that disproportionately affect minority or low-income groups. Each transit provider is responsible for establishing their own thresholds of DI and DB as part of the Title VI Program reporting process. Only large transit providers are

required to set DI and DB thresholds and conduct DI/DB analysis when a fare change and/or major service change is proposed.

The DI/DB analysis was conducted for the ten large transit providers that are required to establish DI/DB thresholds because they meet the criteria listed above related to fleet size and urbanized area population. Minority and low-income population data within the service area of small transit providers were still collected, but no analysis was done for the small transit providers. Appendix B shows service area demographics for small transit providers.

MTC is not required to define DI/DB thresholds because MTC is not a transit provider.

Therefore, DI/DB analyses rely on the thresholds of individual transit providers. Nevertheless, the minority and low-income population percent difference between pilot program participants and the general population within the MTC boundary is provided in Table 2 as a reference for information only.

*Table 2: MTC Regionwide Minority and Low-Income Populations vs Pilot Program Participants Minority and Low-Income Populations*

Institution	Minority			Low-Income		
	MTC Service Area % Minority	Institution Participants % Minority	% Minority Difference	MTC Service Area % Low-Income	Institution Participants % Low-Income	% Low-Income Difference
San Francisco State University	60%	77%	17%	21%	51%	30%
San Jose State University		87%	27%		46%	25%
Santa Rosa Junior College		52%	-8%		49%	28%
University of California, Berkeley		70%	10%		45%	24%
MidPen Housing		85%	25%		88%	67%

***A. Methodology***

Given the large geographic area covered by the pilot program, the project team first identified transit providers used by participants at each institution. Based on the Clipper® usage report, all ten large transit providers recorded trips taken by pilot program participants and are all included in the analysis for each participating institution. Details of the Clipper® usage report for all transit providers can be found in Appendix C.

To be conservative, the project team included analysis for all large transit agencies even if that agency's usage by pilot program participants is small or if the institution is not directly served by an agency. For example, SRJC is in Sonoma County, but there were some small amounts of card usage reported on AC Transit, BART, Caltrain, and Tri Delta Transit during Phase 1 of the pilot program.

To evaluate the potential DI/DB, the project team first identified target and control groups for the analysis, which are slightly different for the four educational institutions and MidPen Housing. For the four educational institutions, the pilot program survey results are unique to individual institutions, whereas for MidPen Housing, the survey results combine all 12 housing sites across multiple counties. The methodologies for the four educational institutions and for MidPen Housing are adjusted (as described below) to accommodate differences in available data.

For the educational institutions, the DI/DB analysis compares the share of minority and low-income population for surveyed pilot program participants (target group) with the population around the existing main transit stops adjacent to each campus (control group). This methodology evaluates whether the surveyed pilot program participants are less racially diverse or have higher incomes than the population around by existing transit stops. Although some transit providers do not provide direct service to all institutions, all large agencies' service standards and DI/DB thresholds are applied in the analysis and evaluated as if they provide service to that area. Using service standards in each agency's Title VI reports, population served by transit stops is defined as population within ¼ mile, ½ mile, or one mile buffer of the stop, depending on the provider and the type of transit service, as shown in Table 3. The main transit stop locations to the educational institutions are shown in Figure 1 to Figure 4. Using this methodology, the DI/DB analysis first calculates differences between the share of minority and

low-income populations of the pilot program participants and the population within buffer areas of the main transit stop to the institutions. Then, the percent point differences are compared against each provider’s DI and DB thresholds.

*Table 3: Service Area Standards by Transit Provider and Service Type*

Transit Operator	Radius Around Stop or Station (in Miles)	
	Bus	Rail
AC Transit	0.25	N/A
BART	N/A	1
Caltrain	N/A	0.5
County Connection	0.25	0.5
GGBHTD	0.25	N/A
Marin Transit	0.5	N/A
SamTrans	0.25	0.5
VTA	0.25	0.25
SFMTA	0.25	0.25
Tri Delta Transit	0.5	N/A

Figure 1: Main Transit Stops at San Francisco State University

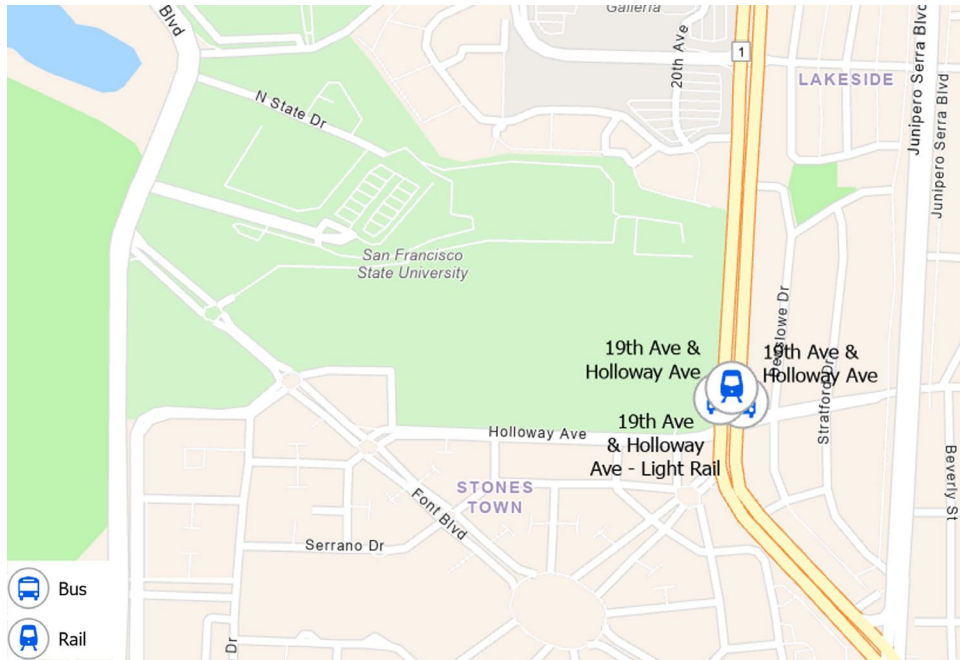


Figure 2: Main Transit Stops at San Jose State University

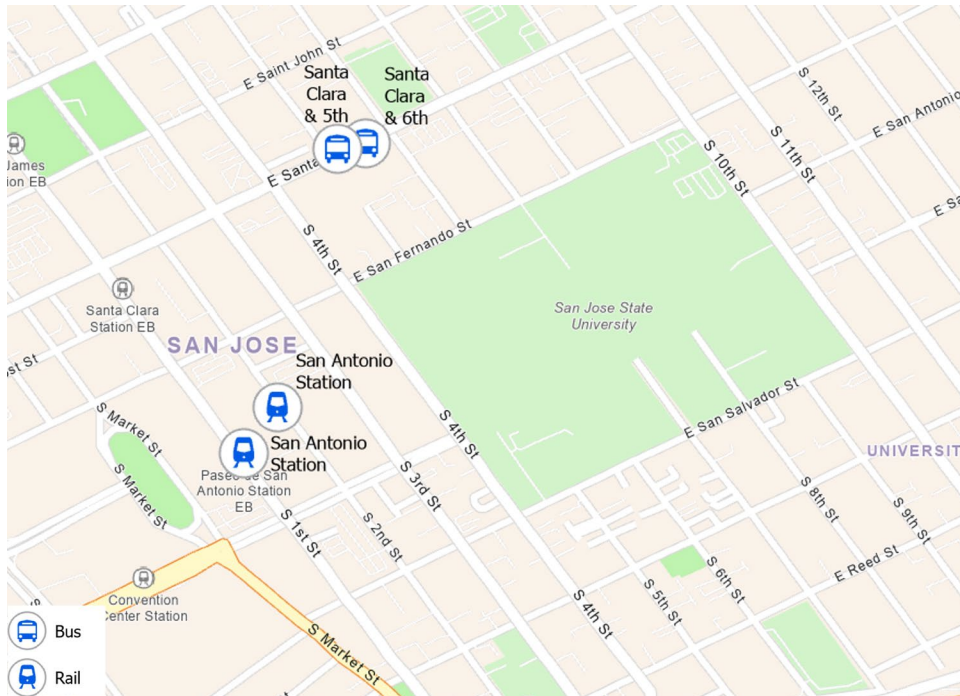


Figure 3: Main Transit Stops at Santa Rosa Junior College

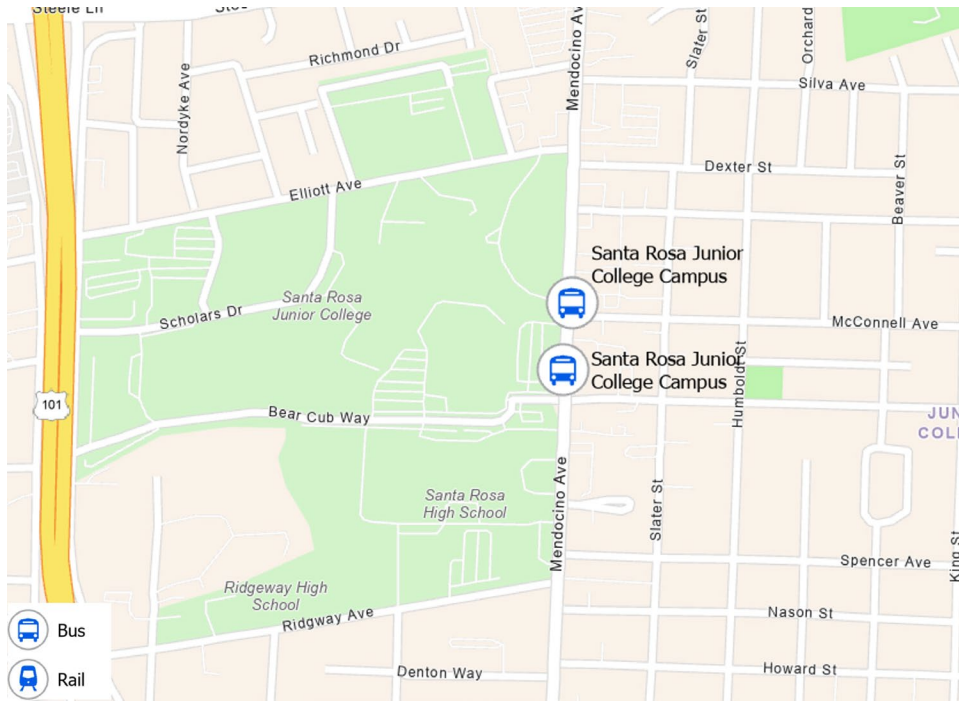
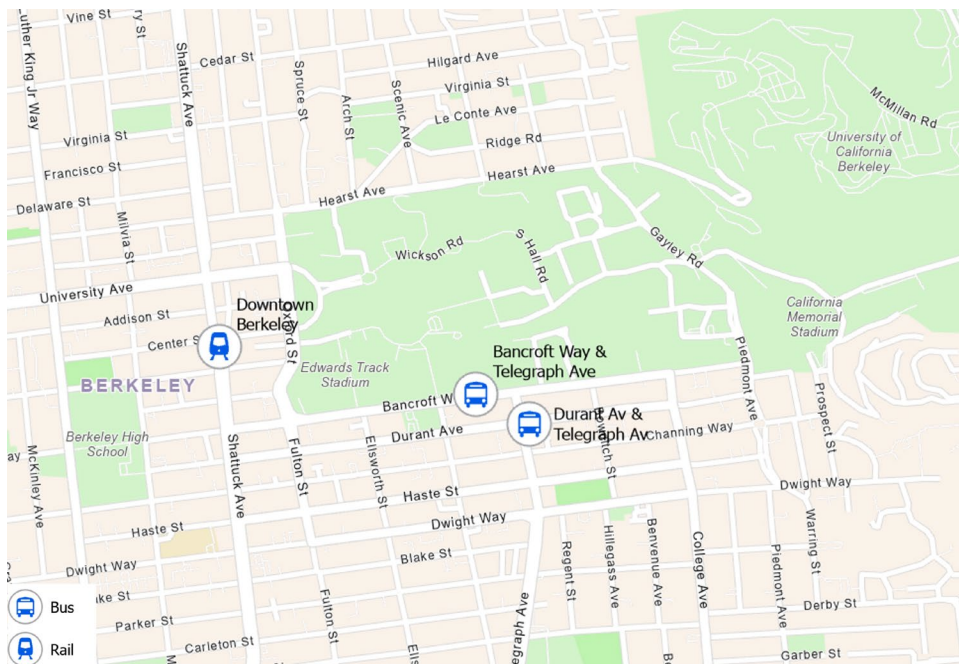


Figure 4: Main Transit Stops at University of California, Berkeley



For MidPen Housing, the DI/DB analysis compares the share of minority and low-income populations between pilot program participants across all 12 housing sites (target group) and transit provider service area demographics (control groups). The percent point differences were

compared against the transit providers' DI and DB thresholds. Since the pilot program is free of charge to individual participants, there is no impact in fare difference.

***B. Analysis Results***

No disparate impacts or disproportionate burdens were found for any of the participating institutions. Therefore, no mitigation strategies are recommended. The DI/DB analysis results for SFSU, SJSU, SRJC, UCB, and MidPen Housing are listed in Table 4 through Table 13 below. In the tables for the four educational institutions, the transit providers are grouped by the service area standard distance for clarity. In the table for MidPen Housing, the transit providers in each table are ranked by average trips of each provider taken by residents from the Clipper<sup>®</sup> usage report.



Since the pilot program is free of charge for participants, there is no negative fare impact for minority and low-income populations, so the analysis did not include fare differences between target and control groups. Instead, the analysis for the four educational institutions calculates the percentage point differences between the survey demographics and main transit stops area demographics. The analysis for MidPen Housing calculates the percentage point differences between the survey demographics and the transit provider service area demographics. The participant demographics of MidPen Housing was also compared against that of small transit providers, although no DI/DB analysis was conducted. Refer to Appendix D for the detailed results and comparison.

Table 4: San Francisco State University Disparate Impact Analysis Results

Transit Stop	Transit Operator	Service Area Standard (Distance in Miles)	DI Threshold	SFSU Participants % Minority	% Minority Within Buffer	% Minority Difference	DI?
Bus Stop: 19th Avenue/Holloway Avenue	AC Transit	0.25	15%	77%	77% (1/4 Mile Buffer)	0%	No
	County Connection	0.25	20%				No
	GGBHTD	0.25	10%				No
	SamTrans	0.25	20%				No
	SFMTA	0.25	8%		No		
	VTA	0.25	10%		No		
	Marin Transit	0.5	20%		74% (1/2 Mile Buffer)	3%	No
Tri Delta Transit	0.5	10%	No				
Rail Stop: 19th Avenue/Holloway Avenue	SFMTA	0.25	8%	77%	77% (1/4 Mile Buffer)	0%	No
	Caltrain	0.5	10%		74% (1/2 Mile Buffer)		3%
	County Connection	0.5	20%			No	
	SamTrans	0.5	20%			No	
	VTA	0.5	10%		No		
BART	1	5%	75% (1 Mile Buffer)	2%	No		

Table 5: San Francisco State University Disproportionate Burden Analysis

Transit Stop	Transit Operator	Service Area Standard (Distance in Miles)	DB Threshold	SFSU Participants % Low-Income	% Low-Income Within Buffer	% Low-Income Difference	DB?
Bus Stop: 19th Avenue/Holloway Avenue	AC Transit	0.25	8%	51%	24% (1/4 Mile Buffer)	27%	No
	County Connection	0.25	20%				No
	GGBHTD	0.25	20%				No
	SamTrans	0.25	10%				No
	SFMTA	0.25	10%		No		
	VTA	0.25	20%		No		
	Marin Transit	0.5	10%		28% (1/2 Mile Buffer)	24%	No
	Tri Delta Transit	0.5	10%		No		
Rail Stop: 19th Avenue/Holloway Avenue	SFMTA	0.25	10%	51%	23% (1/4 Mile Buffer)	28%	No
	Caltrain	0.5	15%		28% (1/2 Mile Buffer)	24%	No
	County Connection	0.5	20%				No
	SamTrans	0.5	10%				No
	VTA	0.5	20%				No
	BART	1	5%		23% (1 Mile Buffer)	29%	No

Table 6: San Jose State University Disparate Impact Analysis

Transit Stop	Transit Operator	Service Area Standard (Distance in Miles)	DI Threshold	SJSU Participants % Minority	% Minority Within Buffer	% Minority Difference	DI?
Bus Stop: East Santa Clara Avenue and South 5th Street/South 6th Street	AC Transit	0.25	15%	87%	73% (1/4 Mile Buffer)	13%	No
	County Connection	0.25	20%				No
	GGBHTD	0.25	10%				No
	SamTrans	0.25	20%				No
	SFMTA	0.25	8%				No
	VTA	0.25	10%		No		
	Marin Transit	0.5	20%		73% (1/2 Mile Buffer)	14%	No
	Tri Delta Transit	0.5	10%		No		
Rail Stop: San Antonio Station	SFMTA	0.25	8%	87%	71% (1/4 Mile Buffer)	15%	No
	Caltrain	0.5	10%		72% (1/2 Mile Buffer)		No
	County Connection	0.5	20%			No	
	SamTrans	0.5	20%			No	
	VTA	0.5	10%			No	
	BART	1	5%		73% (1 Mile Buffer)	13%	No

Table 7: San Jose State University Disproportionate Burden Analysis

Transit Stop	Transit Operator	Service Area Standard (Distance in Miles)	DB Threshold	SJSU Participants % Low-Income	% Low-Income Within Buffer	% Low-Income Difference	DB?	
Bus Stop: East Santa Clara Avenue and South 5th Street/South 6th Street	AC Transit	0.25	8%	46%	44% (1/4 Mile Buffer)	2%	No	
	County Connection	0.25	20%				No	
	GGBHTD	0.25	20%				No	
	SamTrans	0.25	10%				No	
	SFMTA	0.25	10%		46%	39% (1/2 Mile Buffer)	7%	No
	VTA	0.25	20%					No
	Marin Transit	0.5	10%					No
	Tri Delta Transit	0.5	10%					No
Rail Stop: San Antonio Station	SFMTA	0.25	10%	46%	41% (1/4 Mile Buffer)	4%	No	
	Caltrain	0.5	15%		40% (1/2 Mile Buffer)	6%	No	
	County Connection	0.5	20%				No	
	SamTrans	0.5	10%				No	
	VTA	0.5	20%				No	
	BART	1	5%		34% (1 Mile Buffer)	11%	No	

Table 8: Santa Rosa Junior College Disparate Impact Analysis

Transit Stop	Transit Operator	Service Area Standard (Distance in Miles)	DI Threshold	SRJC Participants % Minority	% Minority Within Buffer	% Minority Difference	DI?
Bus Stop: Santa Rosa Junior College	AC Transit	0.25	15%	52%	42% (1/4 Mile Buffer)	10%	No
	County Connection	0.25	20%				No
	GGBHTD	0.25	10%				No
	SamTrans	0.25	20%				No
	SFMTA	0.25	8%		No		
	VTA	0.25	10%		No		
	Marin Transit	0.5	20%		42% (1/2 Mile Buffer)	10%	No
	Tri Delta Transit	0.5	10%				No

Table 9: Santa Rosa Junior College Disproportionate Burden Analysis

Transit Stop	Transit Operator	Service Area Standard (Distance in Miles)	DB Threshold	SRJC Participants % Low-Income	% Low-Income Within Buffer	% Low-Income Difference	DB?
Bus Stop: Santa Rosa Junior College	AC Transit	0.25	8%	49%	34% (1/4 Mile Buffer)	15%	No
	County Connection	0.25	20%				No
	GGBHTD	0.25	20%				No
	SamTrans	0.25	10%				No
	SFMTA	0.25	10%				No
	VTA	0.25	20%		No		
	Marin Transit	0.5	10%		28% (1/2 Mile Buffer)	21%	No
	Tri Delta Transit	0.5	10%		No		

Table 10: University of California, Berkeley Disparate Impact Analysis

Transit Stop	Transit Operator	Service Area Standard (Distance in Miles)	DI Threshold	UCB Participants % Minority	% Minority Within Buffer	% Minority Difference	DI?	
Bus Stop: Bancroft Way and Telegraph Avenue/Durant Avenue and Telegraph Avenue	AC Transit	0.25	15%	70%	73% (1/4 Mile Buffer)	-2%	No	
	County Connection	0.25	20%				No	
	GGBHTD	0.25	10%				No	
	SamTrans	0.25	20%				No	
	SFMTA	0.25	8%		70%	64% (1/2 Mile Buffer)	6%	No
	VTA	0.25	10%					No
	Marin Transit	0.5	20%					No
	Tri Delta Transit	0.5	10%					No
Rail Stop: Downtown Berkeley BART Station	SFMTA	0.25	8%	70%	68% (1/4 Mile Buffer)	2%	No	
	Caltrain	0.5	10%		62% (1/2 Mile Buffer)	8%	No	
	County Connection	0.5	20%				No	
	SamTrans	0.5	20%				No	
	VTA	0.5	10%				No	
	BART	1	5%		54% (1 Mile Buffer)	16%	No	



Table 11: University of California, Berkeley Disproportionate Burden Analysis

Transit Stop	Transit Operator	Service Area Standard (Distance in Miles)	DB Threshold	UCB Participants % Low-Income	% Low-Income Within Buffer	% Low-Income Difference	DB?
Bus Stop: Bancroft Way and Telegraph Avenue/Durant Avenue and Telegraph Avenue	AC Transit	0.25	8%	45%	25% (1/4 Mile Buffer)	20%	No
	County Connection	0.25	20%				No
	GGBHTD	0.25	20%				No
	SamTrans	0.25	10%				No
	SFMTA	0.25	10%				No
	VTA	0.25	20%				No
	Marin Transit	0.5	10%		41% (1/2 Mile Buffer)	4%	No
	Tri Delta Transit	0.5	10%		No		
Rail Stop: Downtown Berkeley BART Station	SFMTA	0.25	10%	45%	53% (1/4 Mile Buffer)	-8%	No
	Caltrain	0.5	15%		39% (1/2 Mile Buffer)	6%	No
	County Connection	0.5	20%				No
	SamTrans	0.5	10%				No
	VTA	0.5	20%				No
	BART	1	5%				31% (1 Mile Buffer)

Table 12: MidPen Housing Disparate Impact Analysis Results

<b>Transit Operator</b>	<b>DI Threshold</b>	<b>MidPen Program Participants % Minority</b>	<b>Service Area % Minority</b>	<b>%Minority Difference</b>	<b>DI?</b>
AC Transit	15%	85%	74%	11%	No
BART	5%		65%	20%	No
Caltrain	10%		65%	20%	No
County Connection	20%		47%	38%	No
GGBHTD	10%		39%	46%	No
Marin Transit	20%		30%	55%	No
SamTrans	20%		64%	21%	No
SFMTA	8%		60%	25%	No
Tri Delta Transit	10%		65%	20%	No
VTA	10%		71%	14%	No

Table 13: MidPen Housing Disproportionate Burden Analysis Results

<b>Transit Operator</b>	<b>DB Threshold</b>	<b>MidPen Participants % Low-Income</b>	<b>Service Area % Low-Income</b>	<b>% Low-Income Difference</b>	<b>DB?</b>
AC Transit	8%	88%	20%	68%	No
BART	5%		18%	70%	No
Caltrain	15%		13%	75%	No
County Connection	20%		12%	76%	No
GGBHTD	20%		15%	73%	No
Marin Transit	10%		16%	72%	No
SamTrans	10%		15%	73%	No
SFMTA	10%		20%	68%	No
Tri Delta Transit	10%		30%	58%	No
VTA	20%		17%	71%	No

## **V. Lessons Learned for Future Program Phases**

The analysis found no DI or DB; therefore, no mitigation strategies are recommended.

Nevertheless, the project team identified the following enhancements for the MTC to consider ensuring there is no potential adverse impact as the pilot program evolves. When the next phase of the pilot program expands to other eligible participants, the pilot program will continue working on including groups that have the same or more minority and low-income representation than populations within existing service areas and conduct periodic surveys of participants.

### ***A. Data Collection and Surveys***

The recommendations below address improvements to data collection methodologies used in the survey process:

- Confirm that all surveys include race-related questions to ensure complete racial demographic data
- Emphasize consistent and complete survey data reporting from all institutions
- Collect data that includes all FTA-required Title VI program elements including household size and income cohorts that align to federal standards
- Consider adding questions regarding Limited English Proficiency, which will be more significant as pilots expand to more general populations
- Develop strategies to ensure respondents answer questions about race and household income if possible

For future phases of the pilot program, a more strategic approach to survey design is crucial to ensure comprehensive and accurate data collection. Some recommendations to enhance the effectiveness of future surveys and data collection efforts:

- Ensure that all surveys include questions about race, household size, and other relevant demographic data. This will provide a clearer understanding of the participants' socio-economic background and racial profiles.
- Establish clear protocols for data collection and reporting. Ensure that uniform data is collected from all institutions.

- Address the issues of participants opting not to answer sensitive questions like race or household income by ensuring anonymity and confidentiality of the data and by providing a clear rationale for why the data is being collected and how it will be used to improve the pilot program.
- Adopt a dynamic survey design that allows for modifications based on the pilot phase or specific target groups. This could include modifying the questions or the way they are framed to suit the demographic or socio-economic context of the participants.
- Engage with stakeholders to understand the nuances of the participant base better. Their insights can inform the survey design to ensure it is both inclusive and comprehensive.
- Develop a robust strategy for data analysis, considering the nuances of household size, the diversity of the student population and other demographic factors. This could include a plan for dealing with incomplete data or non-responses in a way that minimizes impact on overall data quality.

***B. Analysis Methodology***

The industry review of other regional pass programs that was conducted as part of this project with transit providers in Portland and Seattle highlighted a key methodology distinction. Each agency participating in a regional fare pass program performed their own Title VI analysis when they formalized non-promotional regional fare pass programs or modified pricing on their local systems (e.g., ORCA LIFT and Free Youth Transit Passes in Seattle, Hop FastPass and regional fare capping in Portland).

Below are some questions for MTC to consider for potential DI/DB analysis in the next phase:

- What if participating entities are in areas where trips occur on small transit providers that are not required to do Title VI fare equity analysis? There may still be a required process that conforms to city policies or ordinances, especially if there are any budget implications.
- Should regional equity benchmarks or thresholds be adopted to assess effects at a regionwide level as the program expands?

## VI. Appendices

### A. Sample Outreach Communication

Figure A1: Email Sent to San Francisco State University Students

#### San Francisco State University - Bay Area Transit Pass Pilot Project

San Francisco State University (SFSU) is partnering with Bay Area public transit agencies and the Metropolitan Transportation Commission (MTC) on a two-year pilot project to study the benefits of a transit pass that provides access to all transit services in the 9-county Bay Area. Beginning in August 2022, 9,000 randomly selected SFSU students will automatically have their Student Gator Pass upgraded to a Clipper BayPass.

##### What services will the Clipper BayPass cover?

The Clipper BayPass will allow access to all bus, rail, and ferry services in the 9-county San Francisco Bay Area that accept Clipper (listed at right) for no charge beyond the existing cost of the Gator Pass (paid through student fees).

<a href="#">AC Transit</a>	<a href="#">SamTrans</a>
<a href="#">BART</a>	<a href="#">San Francisco Bay Ferry</a>
<a href="#">Caltrain</a>	<a href="#">Santa Rosa CityBus</a>
<a href="#">City Coach</a>	<a href="#">SMART</a>
<a href="#">County Connection</a>	<a href="#">SolTrans</a>
<a href="#">Dumbarton Express</a>	<a href="#">Sonoma County Transit</a>
<a href="#">FAST</a>	<a href="#">Tri Delta Transit</a>
<a href="#">Golden Gate Ferry</a>	<a href="#">Union City Transit</a>
<a href="#">Golden Gate Transit</a>	<a href="#">Vine</a>
<a href="#">Marin Transit</a>	<a href="#">VTA</a>
<a href="#">Muni</a>	<a href="#">WestCAT</a>
<a href="#">Potluma Transit</a>	<a href="#">Wheels</a>

##### When will the project start, and how long will it last?

The Clipper BayPass will go into effect on August 8, 2022. It will automatically appear on the student's existing (or newly issued) Gator Pass Clipper card, and the student will not have to do anything to get the upgrade. The Clipper BayPass upgrade will continue to be available through the 2022-23 and 2023-2024 academic years if the student remains enrolled at SFSU.

##### Who will receive the pass upgrade and how are those people chosen?

9,000 SFSU students will receive the Clipper BayPass (slightly fewer than 1 out of 3 enrolled students). Student ID numbers will be randomly selected by Student Affairs. Students who are not randomly selected for the Clipper BayPass will continue to have the standard Gator Pass, which provides access to BART and Muni.

##### How will I know if I have been selected to receive the Clipper BayPass?

All enrolled students will receive an email notification from Student Affairs by July 15<sup>th</sup> informing them of their status in the program. Students who enroll after July 15<sup>th</sup> will receive an email notification before September 15<sup>th</sup>.

##### What will be studied and how will the information used?

Bay Area public transit agencies and the Metropolitan Transportation Commission will use information collected during the pilot project to study how the Clipper BayPass affects how much people use public transit and what services they ride. This research will be based on information generated by the Clipper System, as well as through student surveys. Findings from the study will inform the development, pricing, and implementation of future institutional pass products.

##### How will my privacy be protected?

As with the existing Gator Pass program, all data generated through the pilot project will be handled in accordance with the Metropolitan Transportation Commission's Clipper Privacy Policy, FERPA, and other applicable university policies.



## San Francisco State University - Bay Area Transit Pass Pilot Project

### What if I lose my pass or it stops working?

Questions about replacing lost or malfunctioning cards can be directed to SFSU's Parking and Transportation department, who will be supported by the program's project management team and Clipper staff as necessary.

### Can I share this pass with my family or friends?

No. The pass should only be used by the students selected for this program and any violators will be removed from the program. The pilot will inform development of a more permanent institutional pass product, which will be more broadly available.

### Is use of this pass restricted to commuting to/from school?

The pass enables unlimited travel on all Bay Area transit services, and participants are encouraged to use it for any and all travel needs.



Figure A2: Letter Sent to MidPen Housing Residents

## FREE travel for 2 years A new transit pass for all MidPen residents!

Beginning this year, MidPen Housing will be participating in a pilot program that is being run by the Metropolitan Transport Commission and BART (Bay Area Rapid Transport).

As part of this program, all MidPen residents will be eligible for a free, new transit pass called a Clipper BayPass. This pass will allow you to commute for free regardless of where you live in the Bay Area.

### Where can I go with my Clipper BayPass?



Destination 1



Destination 2



Destination 3

The Clipper BayPass will allow access to all bus, rail, and ferry services in the 9-county San Francisco Bay Area that accept Clipper, including:

[AC Transit](#)

[BART](#)

[Caltrain](#)

[City Coach](#)

[County Connection](#)

[Dumbarton Express](#)

[FAST](#)

[Golden Gate Ferry](#)

[Golden Gate Transit](#)

[Marin Transit](#)

[Muni](#)

[Petaluma Transit](#)

[SamTrans](#)

[San Francisco Bay Ferry](#)

[Santa Rosa CityBus](#)

[SMART](#)

[SolTrans](#)

[Sonoma County Transit](#)

[Tri Delta Transit](#)

[Union City Transit](#)

[Vine](#)

[VTA](#)

[WestCAT](#)

[Wheels](#)



### Where can I pick up my Clipper BayPass?

Pick up your pass at XXX. The pass is a limited-time offer and residents will only be able to pick it up until XXX.



**B. *Sample MidPen Housing Survey***

*Figure B1: Sample Survey Sent to MidPen Housing*

English ▾

**Block 1\_Survey Intro**

The Metropolitan Transportation Commission and Bay Area Rapid Transit (BART) want to better understand how community members travel and use public transportation in the Bay Area.

Please take five minutes to complete this voluntary survey on your travel habits and preferences. Your information will help us improve our services and offerings.

**Consent**

Your response to this survey will only be used for research purposes and will not be shared with any outside parties. Only MidPen and MTC will have access to this data. This data will be linked to other administrative records and Clipper Card data to help the research team understand how riders use the pass. Your information will not be used for any kind of marketing purposes.

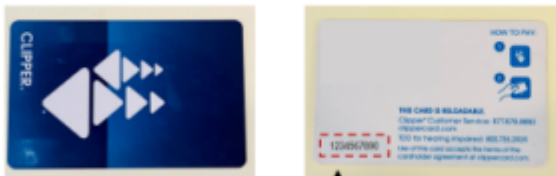
Please select "I consent" to proceed to the survey.

- I consent.
- I do not consent.

## CSN

Please enter your Clipper Serial Number.

Where is my Clipper Serial Number Located? (Physical Card)

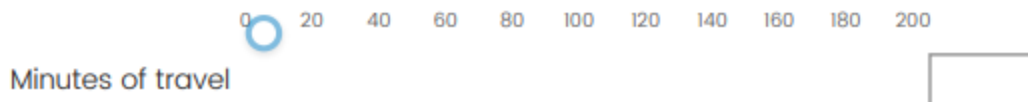


10-digit Clipper Serial Number



## Block 2\_Travel Habits

Typically, how much time each day (in minutes) do you spend travelling/commuting (to school, work, recreation)? Use the slider to estimate the duration.



Thinking about the time that you spend travelling around the Bay Area during the week (to any type of destination), about what **percentage** of time do you use each of the following travel modes?

	0	10	20	30	40	50	60	70	80	90	100	
Public Transportation (bus, train, ferry, etc.)	<input type="radio"/>											<input type="text"/>
Bike or Scooter	<input type="radio"/>											<input type="text"/>
Walking	<input type="radio"/>											<input type="text"/>
Driving and Parking (including carpooling)	<input type="radio"/>											<input type="text"/>
Getting dropped off (via car) or using a ride-share service (Uber/Lyft/Taxi)	<input type="radio"/>											<input type="text"/>
Other mode (please specify):	<input type="radio"/>											<input type="text"/>
<input type="text"/>												

How much do you typically spend per month on travel/commuting expenses? Use the slider to estimate the amount (\$).



Do you have regular access to a vehicle?

- Yes, personal vehicle
- Yes, carshare vehicle
- Yes, borrow partner/friend/family member's vehicle
- No, I do not have access to a vehicle

Do you have regular access to a bicycle or scooter?

- Yes, personal bike or scooter
- Yes, bikeshare bike or scootershare
- Yes, borrow partner/friend/family member's bike or scooter
- No, I do not have access to a bike or scooter

What are the primary factors that influence how you travel? (select all that apply)

- Convenience
- Cost
- Time
- Environmental Impact

- Weather
- Habit
- Comfort
- Safety
- Accessibility for people with disabilities
- Other (please specify)

How appealing are the following travel options?

	Very unappealing	Somewhat unappealing	Neither appealing nor unappealing	Somewhat appealing	Very appealing
Driving alone	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Getting dropped off (via car)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Carpooling	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Taxi or rideshare (e.g., Uber or Lyft)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Walking, biking, scootering, or other active travel mode	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Public transportation	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

What would make you more likely to take public

transportation in the Bay Area? Please select up to three.

- More frequent bus or transit service
- More reliable bus or transit service (on time)
- Service to new locations
- Additional discounted transit passes
- Universal fare passes for multiple transit agencies
- Discounts on fares for transfers between services/transit agencies
- Faster bus service
- Safer walking and biking options to transit stations
- Better accessibility for people with disabilities
- More timely information about service disruptions
- None of the above
- Other (please specify)

Have you heard of the new Clipper BayPass?

- Yes
- No

Have you accessed the Clipper BayPass?

- Yes
- No

### Block 3\_ For those who have taken up CBP

Please indicate your level of agreement with the following statements:

	Strongly disagree	Somewhat disagree	Neither agree nor disagree	Somewhat agree	Strongly agree
The Clipper BayPass helps me get to and from new locations in the Bay Area.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Since receiving the Clipper BayPass, I am more likely to use public transportation options in the Bay Area.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

What kinds of locations have you accessed using the Clipper BayPass? Select all that apply.

- Work locations
- Recreation activities (gym, entertainment, etc.)
- Friends' homes
- Retail locations/Shopping areas
- Medical or health providers
- Other (please specify)
- I have not used the Clipper BayPass yet



### Block 4\_For those who have not taken up CBP

Why haven't you accessed the new Clipper BayPass?

- I don't use public transit
- I already have a Clipper Card
- I haven't had time to pick up a pass
- I don't know what the Clipper BayPass is

What would make the Clipper BayPass more appealing to you? Please select all that apply.

- If the pass were delivered to me
- If the pass subsidized travel on additional public transit services (please specify)
- If the pass provided discounts on other non-travel services
- If the pass could be used outside of the Bay Area
- Other (please specify)
- There is nothing that would make the Clipper BayPass more appealing to me

## Block 5\_Demographics

Please enter your first and last name.

What is your age?

What is your gender?

- Male
- Female
- Non-binary
- Prefer to self-describe:

What is your race or ethnic identity? (Select all that apply)

- American Indian or Alaska Native
- Asian or Pacific Islander
- Black / African American

- Hispanic, Latino, or Spanish Origin
- White
- Other (please specify):

What is your family's estimated annual household income, from all sources?

- \$56,000 and under
- \$56,001 - \$75,000
- \$75,001 - \$100,000
- \$100,001 - \$125,000
- \$125,001 - \$160,000
- \$160,001 and above
- Prefer not to say

How many people are in your household?

Which MidPen Housing site do you live at?

What is your unit number?

What is your unit number?

What is your unit number?

What is your unit number?

What is your unit number?

What is your unit number?

What is your unit number?

What is your unit number?

What is your unit number?

What is your unit number?

What is your unit number?

What is your unit number?

How long have you been a resident at a MidPen Housing site?

What is your monthly rent?

What is your employment status?

- Employed, full-time
- Employed, part-time
- Self-employed
- Full-time student
- Unemployed

What is your highest level of education?

- Some schooling
- Some high school
- High school diploma
- Some college
- Undergraduate degree
- Graduate degree (MA, MBA, etc.)
- Professional degree (MD, JD, PhD, etc.)

### **Block 6 \_Confidentiality Notice**

The information that you have shared in this survey will be kept confidential and only shared with our partners de-identified and as part of a large dataset.

**C. Small Transit Providers Service Area Demographics**

*Table C1: Small Transit Providers Service Area Demographics*

Transit Operators	Service Area % Minority	Data Source	DI Threshold	Service Area % Low Income	Data Source
Petaluma	31%	ACS 2012 - 2016 5-Year Estimate	NA	9%	ACS 2012 - 2016 5-Year Estimate; low-income defined as "Living in poverty (people)"
Santa Rosa	44%	Census 2020	NA	23%	ACS 2018 - 2022 5-Year Estimate; low-income defined as having household income of less than 200% of federal poverty level
WestCAT	60%	ACS 2012 - 2016 5-Year Estimate	NA	Not Readily Available	N/A
LAVTA	Not Readily Available	N/A	NA	Not Readily Available	N/A
Napa	29%	ACS 2016 - 2020 5-Year Estimate	NA	8%	ACS 2016 - 2020 5-Year Estimate; low-income is defined as families with an income below thresholds that vary by family size and composition
Solano	66%	Census 2020	NA	22%	ACS 2018 - 2022 5-Year Estimate; low-income defined as having household income of less than 200% of federal poverty level
SMART	Not Readily Available	N/A	NA	Not Readily Available	N/A
Sonoma	42%	Census 2020	NA	21%	ACS 2018 - 2022 5-Year Estimate; low-income defined as having household income of less than 200% of federal poverty level
Union City	89%	Census 2020	NA	15%	ACS 2018 - 2022 5-Year Estimate; low-income defined as having household income of less than 200% of federal poverty level
WETA	Not Readily Available	N/A	NA	Not Readily Available	N/A
MTC	60%	ACS 2014 - 2018 5-Year Estimate	NA	21%	ACS 2014 - 2018 5-Year Estimate; low-income defined as having household income of less than 200% of federal poverty level



**D. Clipper® Card Trip Usage Report<sup>3</sup>**

Table D1: Transit Provider Trip Usage Data

Transit Operator	MidPen - Alameda County	MidPen - San Mateo County	MidPen - Santa Clara County	MidPen - Unknown Location	San Francisco State University	San Jose State University	Santa Rosa Junior College	University of California, Berkeley
AC Transit	34.40	3.05	1.52	73.53	1.92	1.03	0.17	67.70
BART	43.06	57.04	10.51	30.73	20.19	5.66	0.51	26.99
Caltrain	0.38	24.90	2.50	0.29	0.74	1.45	0.03	0.49
Corridor 101 <sup>4</sup>	0.00	0.00	0.05	0.35	0.00	0.00	2.80	0.00
East Bay <sup>5</sup>	0.37	0.34	0.04	0.14	0.22	0.08	0.01	0.18
Golden Gate Ferry	0.18	0.09	0.15	0.06	0.05	0.05	0.25	0.09
Golden Gate Transit <sup>6</sup>	0.37	0.12	0.13	2.51	0.27	0.07	0.99	0.23
Napa Solano <sup>7</sup>	0.07	0.05	0.03	0.04	0.07	0.01	0.02	0.03
SamTrans	0.30	199.10	15.52	0.08	4.66	0.26	0.05	0.22
SF Muni	3.46	22.07	1.26	10.14	28.63	1.30	0.76	6.52
SMART	0.00	0.00	0.02	0.04	0.01	0.00	1.92	0.02
Sonoma	0.00	0.17	0.01	0.08	0.00	0.00	1.06	0.00
Union City	2.70	0.01	0.00	0.00	0.04	0.06	0.00	0.01
VTA	3.95	37.17	77.64	6.27	0.25	29.39	0.07	0.49
WETA	0.24	0.33	0.08	0.18	0.35	0.02	0.02	0.13

<sup>3</sup> Usage data represents average trips per card taken between September 2022 and September 2023.

<sup>4</sup> Corridor 101 includes Petaluma Transit and Santa Rosa CityBus.

<sup>5</sup> East Bay includes County Connection, LAVTA, Tri Delta Transit, and WestCat.

<sup>6</sup> Golden Gate Transit includes Marin Transit.

<sup>7</sup> Napa Solano includes Napa Valley Transportation Authority and SolTrans.

***E. Detailed Disparate Impact/Disproportionate Burden Analysis Results for MidPen Housing***

*Table E1: MidPen Housing Demographics and Transit Provider Data Summary*

Transit Operator	Operator Usage Ranking	MidPen Program Participants % Minority	MidPen Program Participants % Low Income	Minority			Low-Income		
				Service Area % Minority	% Minority Difference	DI Threshold	Service Area % Low-Income	% Low-Income Difference	DB Threshold
AC Transit	112.50	85%	88%	74%	11%	15%	20%	68%	15%
BART	141.34			65%	20%	5%	18%	69%	5%
Caltrain	28.07			65%	20%	10%	13%	75%	10%
County Connection	0.89			47%	38%	20%	12%	76%	20%
GGBHTD	3.13			39%	46%	10%	15%	73%	10%
LAVTA	0.89			Not Readily Available	N/A	N/A	Not Readily Available	N/A	N/A
Marin Transit	3.13			30%	55%	20%	16%	72%	20%
Napa Valley Transportation Authority	0.19			29%	56%	N/A	8%	80%	N/A
Petaluma Transit	0.40			31%	54%	N/A	9%	79%	N/A
SamTrans	215.00			64%	21%	20%	15%	73%	20%
San Francisco Bay Ferry	0.83			Not Readily Available	N/A	N/A	Not Readily Available	N/A	N/A
Santa Rosa CityBus	0.40			44%	41%	N/A	23%	65%	N/A
SFMTA	36.93			60%	25%	8%	20%	68%	8%
SMART	0.06			Not Readily Available	N/A	N/A	Not Readily Available	N/A	N/A
SoiTrans	0.19			66%	19%	N/A	22%	66%	N/A
Sonoma County Transit	0.26			42%	43%	N/A	21%	67%	N/A
Tri Delta Transit	0.89			65%	20%	10%	30%	58%	10%
Union City Transit	2.71			89%	-4%	N/A	15%	73%	N/A
VTA	125.03			71%	14%	10%	17%	71%	10%
WestCat	0.89			60%	25%	N/A	Not Readily Available	N/A	N/A