

Bay Area Rapid Transit (BART)



Homeless Action Plan

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Executive Summary

The San Francisco Bay Area region is facing a growing homelessness crisis, driven by socioeconomic challenges and a housing shortage. There are currently 38,100 residents who are experiencing homelessness, living outdoors, or places not meant for human habitation across the Bay Area. This has a significant impact on the San Francisco Bay Area Rapid Transit District (BART), with members of the unhoused population utilizing BART trains and stations for shelter. The effects of homelessness directly impact BART's mission to provide high quality transit services.

BART's current response is focused on building regional partnerships and developing internal capacity within the BART Police Department through the creation of a Progressive Policing and Community Engagement Bureau, and the hiring of Crisis Intervention Specialists and Transit Ambassadors.

As BART continues to build up external funding and partnerships, BART will simultaneously focus on developing internal resources and capacity to refine outreach and engagement, increase resources within BART's control, and leverage data to make better decisions. To better achieve the BART mission to "provide safe, reliable, clean and quality transit service for riders," BART will need to expand on its unique role as a key regional stakeholder that aspires to be integral within the region's fragmented patchwork of homelessness responses.

BART recognizes the structural causes of homelessness fundamentally impact downstream systems like transit, requiring BART to understand the root causes of homelessness.

BART will look to integrate itself in regional conversations and attempt to leverage multi-jurisdictional networks and partnerships to fill gaps in data, prevention, outreach, navigation, shelter, and housing. BART will also lead homelessness efforts around a transit coalition to provide needed advocacy at the federal, state, and regional level to address funding for transit homelessness.

A significant component of the Homeless Action Plan recognizes the intense regional variation across the five counties served by the BART system. End-of-the-line stations, transit hubs, and connection points pose unique challenges related to shelter availability, and connection to services.

In measuring success, BART recognizes it cannot solve this challenge independently from the Bay Area's efforts to end homelessness. BART will focus on the reduction of quality-of-life issues and the increase of homelessness service connections and temporary housing outcomes. To make sure these are achievable, BART will measure benchmarks and update goals for incremental progress.

Introduction

Homelessness continues to be an issue in cities and transit systems throughout the state and nation, with many transit agencies, including BART looking to uphold their social responsibility to serve all riders, while still addressing the impacts of this crisis.

The Bay Area's homelessness crisis is visible in every city BART travels through as unhoused people use the system for shelter and transportation. Increasing rates of homelessness and related quality-of-life issues on BART present unique challenges to the transit system and highlight a pressing need for action.

Process/Methodology

As part of BART's process to proactively address homelessness, BART engaged LeSar Development Consultants (LDC) to provide consulting services to develop a Homeless Action Plan for BART. LDC conducted a mixed method analysis utilizing both quantitative and qualitative methods to identify strengths, gaps, and opportunities. For the quantitative analysis LDC assessed internal BART data related to ridership, critical incidents, and other reports. As part of the qualitative component, LDC assessed program documentation, job descriptions, contracts, and other reports. LDC also conducted interviews with key regional stakeholders to better understand different perspectives of regional challenges associated with transit homelessness and solicited feedback on strategies to include in the upcoming Homeless Action Plan. Stakeholders included representatives from Alameda County, San Francisco County, Contra Costa County, San Francisco International Airport (SFO), Community Advocates (Coalition on Homelessness), All Home, BART Police Department leadership, and BART staff (Senior Manager of Social Services Partnerships, Supervisor of Crisis Intervention).

Overview of Homelessness Across the Bay Area and BART

There are currently 38,100 residents who are experiencing homelessness across the nine counties of the Bay Area¹, representing a steady increase over the years. BART currently serves five counties, Alameda, Contra Costa, San Francisco, San Mateo, and Santa Clara, with 131 miles of track and 50 stations, carrying approximately 410,000 trips on an average weekday pre-pandemic. Data shows a significant amount of quality-of-life related calls and increases of misuse of property, highlighting a significant unhoused population utilizing the trains and stations for transportation or shelter.

Homelessness in the Bay Area can be understood in the context of the overall lack of affordable housing. The Bay Area has a severe shortage of affordable homes, with only 35 affordable and available homes per 100 renter households², or an overall shortage of more than 160,000 units according to the Association of Bay Area Government's (ABAG) Regional Housing Needs Assessment (RHNA). As a sign of vulnerability, more than 50%

¹ Public Policy Institute of California: <https://www.ppic.org/blog/early-evidence-of-shifts-in-local-homeless-populations-during-the-pandemic/>

² National Low Income Housing Coalition: <https://reports.nlihc.org/gap>

of Bay Area renters spent more than a third on their income on rent, with more than 25% of Bay Area renters spending more than half their income on rent. Rent burdened residents are often being pushed farther and farther away from the Bay Area in search of more affordable rents. The Bay Area has a rental vacancy rate of 5.5%.

In addition to the overall numbers of people experiencing homelessness, Black, Indigenous, and People of Color (BIPOC) communities are significantly overrepresented in the homeless population. For example, in Santa Clara County, Black/African Americans make up 2.5% of the general population, while making up 16.9% of the homeless population. Similarly, Hispanic/Latinx make up 27% of the general population, while making up 43.7% of the homeless population. Homelessness in the Bay Area should also be viewed in relation to poverty, economic inequality, and overall social vulnerability. 17% of Bay Area residents have income below the federal poverty level³. One in four Black/African American and one in five Latinx live in poverty compared to one in seven White and Asian Bay Area residents. The minimum wage in the Bay Area is \$16.32. A person would need to work 4.9 full time jobs a week to afford market rate housing. For reference, a person would have to make at least \$68.33/hour to afford a fair market two-bedroom apartment in San Francisco. These elements force many to have to choose between paying rent, medical bills, and other necessities of daily living. Nearly 50% of Bay Area residents could not pay their bills over the course of one year, while 40% of households do not have savings for emergencies⁴. Almost 60% of low wage workers live in Alameda and Contra Costa counties⁵. The following graphic⁶ shows some of the economic and housing needs for the five counties for Extremely Low income (ELI) households. These socioeconomic data points are reflected in BART ridership numbers as well, A BART survey in 2021 (Customer Satisfaction survey was fielded in 2020) found that 75% of riders identify as non-white and 51% of survey respondents reported household income under \$50,000.

San Francisco

Number of ELI Renter Households: 66k	Monthly ELI Household Threshold Income: <\$2.8k
Available Units for ELI Households: 20k	Monthly ELI Household Threshold Income: \$3.7k

³ Tipping Point: <https://tippingpoint.org/wp-content/uploads/2020/07/Taking-Count-2020-A-Study-on-Poverty-in-the-Bay-Area.pdf>

⁴ Tipping Point: <https://tippingpoint.org/wp-content/uploads/2020/07/Taking-Count-2020-A-Study-on-Poverty-in-the-Bay-Area.pdf>

⁵ Freddie Mac: http://www.freddiemac.com/fmac-resources/research/pdf/april_insight_04_04_17.pdf

⁶ All Home California: <https://www.allhomeca.org/>

Shortfall of ELI Rental Units: 46k	Median Rent as % of ELI HH Threshold Income: 131%
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San Mateo

Number of ELI Renter Households: 18k	Monthly ELI Household Threshold Income: <\$3.1k
Available Units for ELI Households: 4k	Monthly ELI Household Threshold Income: \$3.1k
Shortfall of ELI Rental Units: 14k	Median Rent as % of ELI HH Threshold Income: 99%

Alameda

Number of ELI Renter Households: 64k	Monthly ELI Household Threshold Income: <\$2.6k
Available Units for ELI Households: 18k	Monthly ELI Household Threshold Income: \$2.6k
Shortfall of ELI Rental Units: 46k	Median Rent as % of ELI HH Threshold Income: 101%

Contra Costa

Number of ELI Renter Households: 30k	Monthly ELI Household Threshold Income: <\$2.5k
Available Units for ELI Households: 8k	Monthly ELI Household Threshold Income: \$2.4k
Shortfall of ELI Rental Units: 22k	Median Rent as % of ELI HH Threshold Income: 94%

Santa Clara

Number of ELI Renter Households: 65k	Monthly ELI Household Threshold Income: <\$3.2k
Available Units for ELI Households: 20k	Monthly ELI Household Threshold Income: \$2.8k
Shortfall of ELI Rental Units: 45k	Median Rent as % of ELI HH Threshold Income: 90%

BART's Current Response to Homelessness

As an acknowledgment of the regional scale of homelessness, on May 27, 2021, the BART Board took an action in support of the Regional Impact Council's (RIC) Statement of Emergency and Regional Action Plan.

BART's current outreach response can be grouped into two strategies. Through regional partnerships, BART has provided outreach efforts on BART properties in specific counties. To build upon these efforts and increase internal capacity, BART launched the Progressive Policing Bureau within BART PD specifically focused on helping address transit homelessness. BART's partnership outreach teams service San Francisco, Alameda, San Mateo, and Contra Costa counties. These outreach programs focus on connecting people experiencing homelessness to services and resources. The success of San Francisco Homelessness Outreach Team (HOT) and Contra Costa Coordinated Outreach, Referral, & Engagement (CORE) programs have prompted BART to seek new partnerships and develop greater internal capacity within BART PD.

In San Francisco County, BART funded a partnership with San Francisco Municipal Transportation Agency (SFMTA), and the City of San Francisco's Department of Homelessness and Supportive Housing (HSH) to provide two full-time Homelessness Outreach Team (HOT) employees focusing on specific stations. HOT workers helped connect unhoused individuals in BART stations to temporary and permanent resources, including shelter and treatment. This program had been successful in making contacts and referrals to services but was ended in November 2020 due to financial reasons.

Contra Costa County's outreach program, Coordinated Outreach, Referral, & Engagement (CORE) involved two full-time CORE staff focused on connecting individuals sheltering overnight in the BART trains, stations, and property with services and resources for shelter.

In Alameda County, BART launched its first outreach program in 2022, with funding from a local philanthropic foundation BART partnered with La Familia Inc for these services. This program is currently in a pilot phase. In San Mateo County, BART works with Lifemoves, an outreach program funded by the City of Millbrae and the County of San Mateo that implemented an end-of-the-line outreach model that focuses services in and around the Millbrae Station.

Internally, BART PD has implemented a Progressive Policing and Community Engagement Bureau (PPCEB), that includes Transit Ambassadors and Crisis Intervention Specialists (CIS) as a part of BART PD's efforts to address homelessness and mental health crisis in the BART system. The Crisis Intervention Specialists serve as a liaison in the system between BART Police and public and private community-based organizations that provide mental health, crisis intervention, homeless, and supportive housing services. Additionally, CIS interact and engage with BART personnel, the public, and other stakeholders to establish an official presence and prevent disruptive behavior. The CIS deter and diffuse acts of violence and vandalism through the use of conflict-resolution and de-escalation skills. The Transit Ambassadors' role is intended to provide a highly visible uniformed presence to assist BART patrons as needed, monitor activities in stations and trains during revenue service, provide assistance to riders, and act as a liaison between the District and the community.

In addition to these outreach efforts, BART has funded other strategies like elevator attendants, restroom attendants, fare evasion prevention programs, architectural design features, and additional partnerships to address homelessness in the system.

To provide coordination of these efforts, BART created a Senior Manager of Social Services Partnerships position that is focused on designing, implementing, and overseeing programs and increasing resources to address homelessness within the BART system. BART's Senior Manager of Social Services Partnerships works directly with BART's Supervisors of Crisis Intervention, who is responsible for providing outreach and links to services to the unsheltered population in the BART system and ensuring all programs are in alignment with Progressive Policing Bureau policies.

As discussed in this section, BART has added or redirected significant financial resources to these efforts. In FY23, approximately \$5.1 million of directly allocated funds support programs such as HOT teams, elevator attendants, and the Senior Manager position. These direct funds are also used to leverage additional external grant funds to support various programs. BART's Progressive Policing & Community Engagement Bureau is budgeted at \$5.9M in FY23. Beyond this, BART incurs indirect costs when existing services and resources are redirected to tasks such as cleaning up encampments on BART property or additional station cleaning. Due to limited financial and staff resources and BART's upcoming fiscal cliff, the District must find the balance between addressing homelessness and providing service.

Strengths

In conversations, stakeholders highlighted the following strengths in BART's response to homelessness:

- BART's investments and efforts in homelessness have made positive improvements to the system.
- Value in the bifurcation of roles between sworn officers and the Crisis Intervention Specialist (CIS).
- Collaborative partnerships have improved the situation.
- Programs are effectively melding engagement and enforcement approaches.

Gaps

In conversations with stakeholders, the following gaps in BART's response to homelessness were identified:

- The nature of the county-based service model brings into question the portability of homelessness through transit.
- Lack of cross-county data sharing.
- Counties and cities have some common interests but there are different priorities depending on location on the line.
- Fragmented outreach approach of counties and cities.
- Lack of external funding and resources to support multijurisdictional outreach and data sharing.
- BART doesn't yet have the ability to track individual outcomes, so measuring success is an issue. This is due to lack of data access from surrounding counties as well as the nature of homelessness within a large transit system.
- Balancing customer concerns with humane actions.

Approaches to Addressing Homelessness on Public Transit

While the specific responses to homelessness on public transit vary from one transit agency to the next, many large systems integrate aspects of services, outreach, and engagement with enforcement approaches. Most agencies maintain a balance between outreach and enforcement actions through established partnerships with both law enforcement and social service organizations. The combined approach to addressing transit homelessness is still relatively new, with innovative services, outreach, and engagement pilots and programs emerging across the country that aim to reduce homelessness by connecting unhoused riders with social services and opportunities for shelter and housing.

Enforcement Approaches

Many transit systems have law enforcement procedures to facilitate the removal of unhoused individuals from transit settings. Common enforcement approaches include requiring riders to exit transit vehicles at the last stop and pay a re-board fare, installing structural elements to discourage sleeping at stops, stations, or vehicles, enforcing anti-loitering laws, clearing encampments from transit settings, and having law enforcement

sweep areas where people experiencing homelessness congregate. Many of these measures are related to the enforcement of municipal anti-loitering laws. More successful enforcement policies target actions or behavior rather than groups or individuals.

Services, Outreach, and Engagement Approaches

As best practices around ending homelessness have solidified around housing first and have shifted from an enforcement approach to a more service-oriented engagement approach, there has been a corresponding shift in the approaches to addressing transit homelessness. Most large transit agencies now partner with homeless service, mental health, behavioral health, and social service agencies or develop their own internal outreach team using similar models. Due to limited funding and partnership opportunities, the scale of the response often does not match the need. However, the increase in services and outreach reflects a clear shift for the transit sector in their approach. These engagement approaches are often focused on connecting individuals experiencing homelessness to services, like shelter or hygiene, with the ultimate outcome of moving individuals from transit settings into stable housing. Homeless and social service agencies typically have more robust training around harm reduction, trauma informed care, and other person-centered approaches, making them well-suited for this type of engagement. Transit agencies highlight these partnerships result in enhanced customer security and safety perceptions and provide meaningful help to those who need it. Across the different systems, there is variation in approaches based on the composition of the team, integration with law enforcement, and access to connecting supportive services like mental health, behavioral health, or housing supports.

Guiding Principles

System Level: Homelessness is caused by the breakdown of multiple systems and sectors. BART recognizes that an effective homeless response prioritizes multi-system, cross-sector, regional collaboration to address the inflows, service delivery, and outflows relevant to ending homelessness. Doing this requires that key regional entities develop capacity and infrastructure around cross-jurisdictional collaboration, strategic planning, and systems change.

Equity Driven: Centering a homeless response system on the needs of those most vulnerable and overrepresented within the homeless population builds the capacity of the system to better respond to the needs of all people experiencing homelessness. BIPOC are significantly overrepresented in the homeless population, a legacy of historical and contemporary structural racism.

Person-Centered: BART believes that all people deserve to be treated with respect regardless of their housed status. The Homeless Action Plan uses terminology like “people experiencing homelessness” or “unhoused”. Demeaning language like “the homeless” or “homeless people”, attaches an individual, family, or community to their situational housed status, without acknowledging their ability to change or their

humanity. BART hopes to position people experiencing homelessness as individuals with agency, decision-making, and dignity within a system that provide services to them. BART believes in the strengths of people experiencing homelessness and will adopt person-centered approaches that account for past trauma, personal strengths, client confidentiality, and individual choice.

Customer Focused: BART is a public transit agency, with a mission to provide safe, reliable, clean, and quality transit service for all riders, regardless of a person's housed status. BART seeks to be responsive to the customer needs of all riders, ensuring that people feel safe and comfortable on BART trains, stations, and properties. BART will balance the customer focused needs of ridership, with trauma-informed practices to support unhoused riders. BART recognizes that while it is not designed to provide services, nor is part of the social safety system, it must respond to the on-going crisis prevalent throughout the Bay Area.

Future State

As BART continues to move towards the goals outlined in the Homeless Action Plan, it recognizes that it plays a critical role in the homelessness response system both now and in the future. BART aims to support regional efforts to ensure that homelessness in the Bay Area is truly rare, brief, and nonrecurring.

Expanding BART's resources, focusing on convening multi-jurisdictional partnerships, and addressing regional gaps in services and infrastructure, will strengthen the system as a whole and build the capacity to better serve unhoused and housed individuals on BART trains and in stations. Services, resources, and infrastructure will be administered and distributed equitably across the region so that each station and line have the capacity to address homelessness.

An expansion of BART's internal resources will open new opportunities to serve unhoused riders more quickly and effectively. BART stations, properties, and trains will be accessible to people experiencing homelessness with convenient and trauma-informed navigation centers and trained mobile outreach teams. Once connected with services, people experiencing homelessness can expect increased BART resources like interim housing beds, flexible funds, or permanent housing solutions. Long term goals include BART being able to integrate into each county's robust data system. BART will then be able to triangulate a person's service history regardless of where they are within the system, with the result being more effective referrals and immediate or appropriate solutions that are available in adjacent continuums of care.

As a public service, BART will uphold its social purpose and contribute to the welfare and mobility of unhoused riders by addressing some of the root causes of homelessness, with targeted measures around service connection, housing development, and racial equity. With future advances in data integration and multijurisdictional coordination across the Bay Area, a new cross-sector data system anchored around a unique identifier will unlock new opportunities for BART around equity analysis, client choice, service utilization, automated connections, and preventative supports.

Through partnerships and strategic advocacy, BART will be better positioned to pursue new funding opportunities to meet data, prevention, outreach, navigation, shelter, and housing needs to address transit homelessness.

Focusing on these strategies will serve to strengthen the capacity of the system to respond to the housing and shelter needs of the people experiencing homelessness on BART trains, stations, and properties. These advancements are intended to lead to an overall reduction in quality-of-life issues, encampments on BART property, and ultimately the reduction of the number of people experiencing homelessness on BART.

Homeless Strategies

To address the region's growing homelessness crisis, BART proposes the following strategies.

- Strategy 1: Expand BART's Resources
- Strategy 2: Focus on Root Causes of Homelessness
- Strategy 3: Center BART as a Regional Partner
- Strategy 4: Address Regional Variation

Strategy 1: Expand BART's Resources

The effects of homelessness directly impact BART's mission to provide high quality transit service. Given BART's financial challenges over the past several years, BART intends to seek and pursue every opportunity to build up external funding and partnerships. BART will simultaneously focus on building up internal resources and capacity to meet the needs of the crisis. BART will focus on refining outreach and engagement, increasing resources within BART's control, and leveraging data to make better decisions. BART will also need to consider expanding its business model from that of purely a transit provider, to one that embraces the District's unique role as a key regional stakeholder that connects the region's fragmented patchwork of responses to homelessness.

1. Strengthen outreach and engagement

- a. **Refine the role of Crisis Intervention Specialists (CIS) and Transit Ambassadors.** The Crisis Intervention Specialists (CIS) and Transit Ambassadors are a part of BART's Progressive Policing and Community Engagement Bureau which seeks to help address homelessness on BART's system. Crisis Intervention Specialists (CIS) serve as a liaison in the system between BART PD, other departments in the service area, and community-based organizations that provide mental health, crisis intervention, homeless and supportive housing services. These staff work throughout the transit system to connect unhoused riders with services. The role of Transit Ambassadors is to provide a highly visible uniformed presence on BART trains, stations, and property.

BART will continue to expand and refine the role of these two positions and ensure they are incorporating training around best practices within homeless outreach like motivational interviewing, trauma informed care, and other practices. BART will continue to explore how it can expand clinical and mental health capacity in outreach efforts. BART will continue to ensure there is a balanced approach to outreach and engagement, with these two new positions spearheading BART's engagement. BART will do its best to ensure that programs and services are fully staffed with sufficient resources.

2. Develop resources that BART controls

- a. **Develop flexible, low-cost resources to support outreach.** A dialogue with someone experiencing homelessness can begin with simple conversations about a person's immediate needs. Some of these needs might include food, water, or clothing. Through conversations with CIS, Transit Ambassadors, and outreach staff, BART will identify no-cost resources that BART can provide to compliment outreach efforts. These might include meals, gift cards, socks, etc. The goal is to be able to offer something immediate to a person experiencing homelessness to meet their current needs. This could build up a level of rapport to then explore other longer-term solutions like shelter or housing.
- b. **Explore long-term resources like regional outreach, flexible funds, navigation, shelter, and housing.** BART will explore the feasibility of developing long-term resources to support the needs of people experiencing homelessness on BART. This could include the creation of an associated 501 (c)(3) that would allow the newly created non-profit to apply directly for county and state resources to address homelessness, as public transit agencies are generally not able to apply for such resources.

This option would allow for the creation of a flexible fund program to further support outreach efforts to unhoused riders. Flexible fund programs could support costs like transportation fees, motel costs, and family/friend reunification.

To address shelter needs, BART could explore the use of motel/hotel vouchers or act in partnerships with each locality. This option could be especially useful near major transit hubs and end-of-the-line stations. As discussed in Strategy 2: Focus on Root Causes of Homelessness, BART is already committed to building affordable housing as part of its Transit-Oriented Development plan. BART and its partners will look to expand these efforts by continuing to develop homeless dedicated housing like

permanent supportive housing to address the needs of unhoused riders in partnership with regional homeless systems.

3. Leverage data to make better decisions

- a. Expand current data efforts, including potentially the implementation of the Homeless Management Information System (HMIS).** BART currently conducts vehicle counts as part of its quarterly Passenger Environment Survey, station counts at 16 stations, critical incident reports, customer satisfaction reports, and gathers some program specific data, like reports for the elevator attendant program. BART is currently in the process of evaluating implementing an internal Homeless Management Information System (HMIS), Clarity by Bitfocus. Integrating HMIS into service functions will allow BART to better track data and could give BART the capacity to integrate with other HMIS systems used by homeless services providers and county governments in the region. BART will continue to expand its use of longitudinal data through continuous sampling and point-in-time counts and to collect data on the number of people unhoused in stations and on transit vehicles to better inform data-driven policymaking. BART will look to build public facing dashboards to show current efforts and successes.
 - b. Develop performance measures to track progress.** With a more advanced data management capability, BART will be able to track significant performance measures over time to track gaps, needs, and successes. Specific measures are described later in this plan.
 - c. Integrate data regionally.** As BART builds out its internal data capacity, it will also begin to map out ways in which to integrate data regionally among the various continuums of care, counties, and HMIS systems. By integrating data systems, BART will be able to track housing outcomes that are currently difficult to track without access to these systems. With more detailed data collection, BART will be able to better leverage partnerships and assist in devising responses. BART will continue to make data available to the public, homeless service agencies, and government agencies. By turning data into action, BART will be able to use data to alter and inform funding allocations and program design for unhoused riders.
- 4. Evaluate BART's role as a key regional stakeholder in homeless response.** In order to be an effective transit provider, BART needs to support the region's efforts to address homelessness. BART will educate key stakeholders, including BART staff, riders, and partners about efforts to address quality-of-life issues and the value of doing so, while underlining the fact that BART's primary role is still to provide transit to all people, regardless of their housed status. An important part of BART's homeless response will be obtaining the necessary buy-in from the public around the efforts that BART is taking to address homelessness. Due to the

visibility of homelessness on transit vehicles and stations, it is important to proactively engage the public around the challenges, activities, and implementation of homeless programs and resources. Many positions like front-line personnel could benefit from additional specified training related to appropriately handling interactions with people experiencing homelessness in a trauma-informed way.

Strategy 2: Focus on Root Causes of Homelessness

Homelessness ultimately signifies the breakdown of multiple systems and sectors in society. In alignment with regional strategies and initiatives, BART recognizes its place in the homeless response system as a public transit agency that seeks to connect people and opportunities across the Bay Area for everyone, including unhoused riders. Historically BART and other transit agencies across the United States might have understood its role as restricted to providing fast, reliable transportation. However, the structural causes of homelessness fundamentally impact downstream systems like transit, requiring BART to now look upstream and begin to address the root causes of homelessness. Systemic and structural factors like economic mobility, affordable housing, and discrimination contribute to the growing homelessness crisis. BART will attempt to fulfill its social purpose by increasing housing opportunities on BART property and continuing to address racial equity in its policies and procedures. These strategies will require significant capital and staffing investments.

1. **Strengthen the local economy and equitable mobility by supporting low-income riders**
 - a. **Continue means-based fare pilot program.** BART is participating in the Metropolitan Transportation Commission's new means-based fare program by offering a 20% discount per trip to adult riders aged 19-64 whose household incomes are no more than twice the federal poverty level.
 - b. **Refine compensation plan for Quality-of-Life contractors.** With many Bay Area residents severely rent-burdened, many are one crisis away from homelessness. This compensation plan will continue BART's efforts around prevailing wages with contractors, subcontractors, and professional services firms. As part of BART's commitment towards living wages, BART will support efforts to increase minimum wages to a living wage in the Bay Area. BART's commitment towards living wages and health benefits will set an example to other public serving agencies in the region, addressing the linkage between wages and housing stability.
2. **Increase housing opportunities on BART property, including affordable and permanent supportive.** BART is committed to Transit Oriented Development (TOD), with mixed use, higher density development adjacent to transit. Investing in affordable housing near transit helps communities and transit agencies increase sustainable transit ridership, revitalize neighborhoods, improve regional quality of life, and strengthen economic mobility.

As part of implementing the BART TOD Policy for affordable housing, BART will continue to consider developing long-term homeless dedicated housing like Permanent Supportive Housing including housing for formerly homeless individuals in partnership with regional and community stakeholders. BART already offers a discount on its expected financial returns that is tiered based on depth of affordability. With our partners, BART will encourage the homeless continuum of care by identifying interim or transitional housing opportunities to address the shelter needs of people experiencing homelessness near BART property. Outside of homeless dedicated housing, BART will also advocate for the development of housing for extremely low-income individuals and families making 30% of the Area Median Income or less

- 3. Continue efforts to address racial equity across BART.** As the data demonstrates, BIPOC are significantly overrepresented in the homeless population, a legacy of historical and contemporary structural racism. There have been numerous policy updates, reforms, expanded training, and new initiatives to bolster oversight and increase the number of unarmed civilian employees in the BART systems. As part of its current efforts, BART has participated in the Government Alliance on Race and Equity (GARE) training series. Additionally, BART's Office of Civil Rights oversees a host of equity programs that cover workforce, contract, and economic opportunity policies. BART will continue this focus on race equity in its homelessness work by implementing equity-based prioritization plans, service provisions, and programs that target the most vulnerable communities. BART will also explore establishing a racial equity impact assessment that helps to forecast and assess the impacts of new programs and funding decisions with an equity lens. BART will continue to adapt program guidelines, policies, and procedures to be focused on racial equity, and institute standardized cultural humility, and trauma-informed care. Lastly, BART will align its racial equity work with other initiatives in the Bay Area like All Home⁷.

Strategy 3: Center BART as a Regional Convenor of Homelessness on Public Transit

As part of BART's recognition of its role as a stakeholder in the region's response to homelessness, BART will look to establish itself as a regional convenor across historically siloed jurisdictions. BART is unique in that its services span across five counties (Alameda, Contra Costa, San Francisco, San Mateo, and Santa Clara), with each presenting a unique set of challenges with different systems in place. To fill its data, prevention, outreach, navigation, shelter, and housing needs, BART will seek to form multijurisdictional networks and partnerships. BART will also lead homelessness efforts around a national transit coalition which will provide needed advocacy at the federal,

⁷ All Home California: <https://www.allhomeca.org/>

state, and regional level to address funding for homelessness on transit. In developing itself as a regional partner and expanding the internal resources as described in Strategy 1: Expand BART's Resources, BART will look to leverage resources for service partnerships.

- 1. Facilitate formal multijurisdictional networks and partnerships.** BART recognizes that transit agencies alone cannot effectively respond to homelessness on transit. There is a significant need to continue to develop formal partnerships to address data, prevention, outreach, navigation, shelter, and housing needs. BART will target partnerships with regional entities, county governments, city governments, law enforcement agencies, private businesses/partners, nonprofits, homeless service providers, and other transit agencies. These external partnerships will fill crucial knowledge and skill gaps, bring in additional resources for transit agencies, and support community outreach efforts. BART will explore partnerships to fill the gaps in regional variation, particularly in hot spots like end-of-the-line stations and major hubs. As research has shown, there are significant benefits to being a part of existing solutions or networks, rather than designing new programs from inception.
- 2. Get at the table of regional coordination efforts.** As part of building out BART's networks and partnerships, BART will look to expand its regional influence by getting a seat at the table around regional coordination efforts as it's related to homelessness and housing. BART's Senior Manager of Social Services Partnerships will lead these efforts.
- 3. Advocate for funding on federal, state, regional, private, and philanthropic levels to address transit homelessness.** Currently, there are little federal, state, regional, private, and philanthropic resources available to support the growing need to address homelessness on public transit. BART will look to work with partners, stakeholders, and the transit coalition to advocate for funding on a federal, state, regional, private, and philanthropic level. BART will work to align funding and strategies and ensure that funding supports filling identified gaps and creates the most impact. BART will develop the infrastructure for public and private sectors to come together regularly and discuss funding needs, strategies, and partnerships related to transit homelessness.

Strategy 4: Address Regional Variation

A significant component of the Homeless Action Plan recognizes the intense regional variation that is dependent on where a station falls within the line or a specific county. BART has seven end-of-the-line stations, six system connections, and 50 stations. End-of-the-line stations pose significant challenges related to enforcement, shelter, and connection to services, as trains are cleared when they reach these stations.

The table below highlights some of the call data related to quality-of-life disturbances for end-of-the-line stations.

Station	5150(s)	Welfare Checks	Lodging/ Unauthorized Dwelling	Trespassing
Antioch	53	419	24	47
Berryessa/N. San Jose	43	909	6	26
Daly City	77	1399	33	31
Dublin/Pleasanton	51	859	13	15
Millbrae	52	747	32	35
SFO	44	925	0	2

End-of-the-line stations like Antioch, Daly City, and Dublin/Pleasanton all face significant challenges related to fare evasion, welfare checks, and unauthorized dwelling that will require additional resources, partnerships, and advocacy.

Stations like MacArthur, Bay Fair, Antioch, Concord, Embarcadero, Powell St., Civic Center, Richmond, Lake Merritt, and Fruitvale had high numbers of incidents related to 5150(s), welfare checks, and unauthorized dwelling.

To address this regional variation, BART will develop a customized approach to addressing the regional distinctions of end of line, major hubs, and small stations. Additionally, BART will continue to take stock of resources and services to address regional variation and gaps in services.

- 1. Develop a tailored approach to addressing the regional differences of end of line, major hubs, and small stations.** When building out Strategy 1: Expand BART’s Resources and Strategy 4: Address Regional Variation, BART will look to focus certain solutions and services on highly frequented lines and stations. For example, end-of-the-line stations will need more resources dedicated to shelter services, major hubs will need more services associated with system navigation, and highly trafficked stations will need more ambassadors
- 2. Continue to take stock of resources to address regional variation and gaps in services.** As part of implementing components of BART’s Homeless Action Plan, like Strategy 1: Expand BART’s Resources, Strategy 3: Evaluate BART’s role as a Regional Convenor, and Strategy 4: Address Regional Variation, BART staff will make sure that a review and assessment of data and corresponding services will take place on a semiannual basis. The nature of homelessness on transit is changing, so the system will need to be responsive to this dynamic reallocating, expanding, or altering resources and services when necessary.

Measuring Success

BART recognizes that it cannot end homelessness in the system independent from the Bay Area’s efforts to end homelessness. Some of the measurements of success are not focused on reducing the numbers of people experiencing homelessness, but instead reducing some of the corresponding quality-of-life issues and increasing the service connections and housing outcomes. To make sure that these are attainable, BART will look to set benchmarks and then update goals for incremental progress.

	Metrics	Goals
1	Number of new internal BART resources developed (regional outreach, navigation, shelter, and housing.)	Increase in new internal BART resources developed annually
2	Number of connections to services/referrals	5% increase in connections to services/referrals annually
3	Percentage of successful outreach contacts	5% increase in the percentage of successful outreach contacts annually by CIS and contractors
4	Number of encampments, fires, etc.	5% reduction in the number of encampments, fires, etc. annually
5	Development of transit coalition	Transit coalition developed
6	Number of formal multijurisdictional partnerships	Increase in the number of formal multijurisdictional partnerships annually