



**CITY OF ELK GROVE
CITY COUNCIL STAFF REPORT**

AGENDA TITLE: Receive information regarding the proposed “Seniors Ride Free” Pilot Program and consider a resolution authorizing the City Manager to execute an Elk Grove Senior Group Pass Agreement with Sacramento Regional Transit District up to the amount of \$100,000, or other such amount as may be directed by the City Council

MEETING DATE: March 25, 2026

PREPARED BY: Kaley Lyons, Transportation Planning Program Manager
Aishwarya Kumar, Senior Management Analyst

DEPARTMENT HEAD: Jaqui Guzmán, Assistant City Manager

RECOMMENDED ACTION:

Staff recommends the City Council receive information from staff regarding the proposed “Seniors Ride Free” Pilot Program and adopt a resolution authorizing the City Manager to execute an Elk Grove Senior Group Pass Agreement with Sacramento Regional Transit District (SacRT) in an amount not to exceed \$100,000.

BACKGROUND INFORMATION:

On May 14, 2025, staff presented several potential discount programs for low-income households, seeking Council direction. One of the programs, expanded transit access for seniors, was identified as a high impact, low effort way to support residents.

Upon Council direction, staff has collaborated with SacRT to explore a "Seniors Ride Free” Pilot Program to offer free transit fares for Elk Grove residents 62 and older.

ANALYSIS/DISCUSSION:

According to 2024 American Community Survey five-year estimates, more than 31,000 people aged 62 and older live in Elk Grove, or about 17% of the City's population, with the number anticipated to grow. Many seniors (62+) are on a fixed income and are sensitive to changes in the cost of living, including transportation expenses. Additionally, driving is no longer an option for many older adults as they age. Providing low- or no-cost mobility options can increase accessibility to local destinations while reducing cost barriers.

Approximately 9% of SacRT's fixed route (bus and light rail) monthly riders are seniors over 62 years old. Seniors currently receive discounted fares, as shown in Attachment 3. Standard bus fare for Elk Grove routes is \$2.25, while discounted senior fare is \$1.10. The Seniors Ride Free Pilot Program will provide free rides on fixed route transit (local and commuter bus) service within Elk Grove, providing access to key destinations for those able to use the bus.

Elk Grove fixed route buses serve important destinations, including healthcare services, grocery stores, the Senior Center, and the Elk Grove Library (current and future), among others. Several routes provide service to Cosumnes River College where transfers can be made to light rail. Elk Grove commuter bus routes serve downtown Sacramento in the morning with returns in the evening. In addition to the fixed route system, many seniors are eligible for SacRT's GO/E-Van (ADA) paratransit services, as well as SacRT's Flex program (for seniors/low-income people in select areas without other bus service). At this time, the Seniors Ride Free Pilot Program will not provide free rides on SacRT's paratransit or Flex services.

The Seniors Ride Free Pilot Program is not the first program to provide free transit in the region. Since 2019, SacRT has implemented the RydeFreeRT program to provide free rides for youth and students from TK to 12th grade. Upon launch, it was the first unrestricted youth fare-free ride program in the country. The program has significantly boosted youth ridership, which now accounts for nearly 25% of all SacRT bus and light rail rides compared to 8% before the launch. In Elk Grove, student ridership has doubled, from about 100,000 youth riders in 2019 to 203,000 in 2023. Youth riders now make up a significant portion of Elk Grove's bus ridership.

Expanding free trips on transit to include seniors benefits existing senior riders, incentivizes more seniors to take the bus for local trips rather than another form of transportation, and promotes new trips that may not have otherwise been taken, improving connectivity for residents.

To reduce barriers to participation, rather than requiring a transit pass card or mobile pass, Elk Grove seniors will be able to use their government-issued Identification Card, Driver's License, or other valid identification to show proof of age and Elk Grove residence as they board the bus. They can also choose to use a transit pass card to board the bus, if preferred. Physical cards will be available at City Hall and District 56, with staff conducting age and residence verification on site. Once verified, a card will be issued and can be used for the duration of the Pilot Program.

In order to track ridership, buses on Elk Grove routes will be equipped with a counting device utilized by drivers as seniors board. SacRT will use the data to invoice the City monthly and the City will provide reimbursement to SacRT.

The Seniors Ride Free Pilot Program provides an opportunity to reduce transportation costs for senior residents and may encourage use of transit for trips within Elk Grove. The Pilot will run for approximately 12 months, with next steps to be determined after data on usage and sentiment is collected.

Adoption of this resolution is consistent with the Climate Action Plan to implement activities to reduce the demand for personal motor vehicle travel for local trips.

ALTERNATIVE ACTIONS:

The City Council may choose not to approve the Agreement with SacRT; however, staff does not recommend this alternative as it would conflict with goals previously established by the City Council.

FISCAL IMPACT:

The FY 2025–26 Civic Innovation and Sustainability budget contains sufficient funds to cover anticipated costs through the end of FY 2025-26. Funding for the balance of the Pilot Program (approximately twelve months) will be included in the proposed FY 2026-27 budget. The pilot program will run through the end of fiscal year 2027, or until the \$100,000 is fully expended, whichever comes first.

ATTACHMENTS:

1. Resolution
2. Elk Grove Senior Pass Agreement
3. Sacramento Regional Transit Fares

**A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF ELK GROVE
AUTHORIZING THE CITY MANAGER TO EXECUTE THE ELK GROVE SENIOR
GROUP PASS AGREEMENT WITH SACRAMENTO REGIONAL TRANSIT DISTRICT
IN AN AMOUNT NOT TO EXCEED \$100,000 FOR THE
“SENIORS RIDE FREE” PILOT PROGRAM**

WHEREAS, on May 14, 2025, City Council directed staff to explore a Seniors Ride Free Pilot Program with the Sacramento Regional Transit District (SacRT); and

WHEREAS, over 31,000 seniors age 62 and older live in Elk Grove and would be eligible to participate in the program to receive free transit rides on local and commuter buses; and

WHEREAS, Elk Grove fixed route buses serve important destinations, including healthcare services, grocery stores, the Senior Center, and the Elk Grove Library (current and future), among others; and

WHEREAS, the Office of Civic Innovation and Sustainability desires to support Climate Action Plan measure TACM-3, which calls for reducing the demand for local personal motor vehicle travel in order to reduce greenhouse gas (GHG) emissions and vehicle miles traveled (VMT); and

WHEREAS, reducing the cost of public transit is shown to reduce both GHG emissions and VMT.

NOW, THEREFORE, BE IT RESOLVED that the City Council of the City of Elk Grove hereby authorizes the City Manager to execute the Elk Grove Senior Group Pass Agreement with Sacramento Regional Transit, in substantially the form presented, in an amount not to exceed \$100,000.

PASSED AND ADOPTED by the City Council of the City of Elk Grove this 25th day of March 2026

BOBBIE SINGH-ALLEN, MAYOR of the
CITY OF ELK GROVE

ATTEST:

APPROVED AS TO FORM:

JASON LINDGREN, CITY CLERK

JONATHAN P. HOBBS
CITY ATTORNEY

SacRT Resolution 2026-03-23

ELK GROVE SENIOR GROUP PASS AGREEMENT

THIS AGREEMENT is made and entered into on March 25, 2026, by and between the **CITY OF ELK GROVE**, a municipal corporation, referred to as “City” and **SACRAMENTO REGIONAL TRANSIT DISTRICT**, a public corporation, referred to as “SacRT.”

RECITALS

WHEREAS, SacRT provides public transportation services within Sacramento County, including bus service within City limits and commuter bus service originating and ending within City limits; and

WHEREAS, City desires to establish a temporary program to subsidize transit services for senior residents; and

WHEREAS, the parties now seek to enter into this Agreement to set out the terms for City to reimburse SacRT for specified bus trips taken by senior residents for the term of this Agreement.

WITNESS

NOW, THEREFORE, it is mutually agreed as follows:

1. PURPOSE

The purpose of this Agreement is to set out the rights and obligations of each party regarding the reimbursement to SacRT by City for bus trips taken by City residents 62 and older (“Eligible Residents”) on Elk Grove Service, as defined in Exhibit B-8 to the SacRT Fare Structure included in Resolution No. 2024-12-136, as it may be amended in the future.

2. TERM

This Agreement is effective as of March 25, 2026, and will terminate June 30, 2027, unless sooner terminated in the manner provided in Articles 6, 7, and 8; however, the provisions of Article 5 and Article 9 of this Agreement will survive any termination or cancellation of this Agreement.

3. ELK GROVE SENIOR GROUP PASS

A. Under the SacRT Fare Structure, a “Group Pass” means a physical card or sticker in a format set out in a Board-approved Group Pass Agreement, as well as the electronic equivalent issued by SacRT or the other party to the Group Pass Agreement.

B. For purposes of this Agreement, an “Elk Grove Senior Group Pass” for Eligible Residents means either of the following:

- (i) a government-issued photo identification depicting the holder and also documenting both that (a) the holder is 62 years of age or older; and (b) that the holder has a physical address (not just a post office box) within the city limits of the City of Elk Grove; or
- (ii) a SacRT-produced and City-issued Elk Grove Senior Fare Card, which will be issued by City to an Eligible Resident only upon presentation of a government-issued photo identification card meeting the provision of Article 3(A)(i), above.

- C. SacRT and City will collaborate on the design of the proposed Elk Grove Senior Fare Card, which must be approved by both parties. Neither party will unreasonably delay, withhold, or deny approval of the proposed Elk Grove Senior Fare Card. Upon approval of the form of Senior Fare Card, SacRT will be solely responsible for all costs to produce and distribute the Senior Fare Card.
- D. At its sole cost and expense, SacRT will establish an “Elk Grove Senior” button on Elk Grove Service bus fareboxes to track trips taken by Eligible Residents, which will provide the basis for billing City.

4. SCOPE OF TRANSIT SERVICES

- A. During the term of this Agreement, SacRT will allow persons holding a valid Elk Grove Senior Group Pass (as defined in Article 3 above) to take unlimited rides on all fixed-route Elk Grove Service, as defined in Exhibit B-8 to the SacRT Fare Structure, as set out in Resolution No. 2024-12-136, as it may be amended in the future. City may terminate this Agreement for convenience if any changes to the fare structure or Elk Grove Service definition materially impair the utility of the Elk Grove Senior Group Pass.
- B. Nothing in this Agreement affects SacRT’s ability to institute changes in the schedule, frequency, or routing of transit services and City will not be entitled to any credit or cost savings associated with such changes.
- C. The Elk Grove Senior Group Pass is not valid for transit on any other SacRT fixed-route bus not specified in Article 4.A., any light rail service, any demand-response, or any complementary paratransit service. Eligible Residents attempting to ride these excluded services with an Elk Grove Senior Group Pass and who are without another form of valid fare may be denied boarding or may be cited for fare evasion.
- D. City and SacRT will cooperate in notifying affected riders of the end date of the validity of the Elk Grove Senior Pass prior to any termination under Articles 6, 7 and 8 below.

5. COMPENSATION

- A. On a monthly basis, SacRT will invoice City \$1.10 for each Elk Grove Senior farebox button push on Elk Grove Service upon rider presentation of the required Elk Grove Senior Group Pass to the transit operator by riders during the prior month, up to a maximum of \$100,000 for the full term of this agreement.
- B. The invoice amount is due and payable to SacRT within 30 days after the date of the invoice.
- C. If City disputes the amount of an invoice for a reasonable cause, City may deduct the disputed amount from the payment but may not delay payment for the undisputed portions. The amounts and reasons for such deductions must be documented to SacRT within 30 days after the receipt of the invoice by City. Within 10 days after receipt of City documentation, the parties must meet and attempt to resolve the dispute. To the extent any disputed payment amount is resolved, City must pay the undisputed amount to SacRT within 15 days after the date of the meeting between the parties, or by the invoice due date, whichever is later. If the dispute is not resolved, both parties reserve all rights to seek any remedy available at law or equity.

6. TERMINATION FOR FUNDING

This Agreement will terminate, without further action by the parties, when the maximum compensation amount of \$100,000 is reached, unless amended by the parties to increase the maximum compensation amount. SacRT will monitor the monthly billing amounts. If it appears, based on the current invoice, that the cap will be exceeded within the next two months, SacRT will notify City of the expected end date of the Agreement under this provision, which will be based on the remaining funding and the average daily button presses.

7. TERMINATION FOR CONVENIENCE

Either party may give notice of intent to terminate this Agreement at its convenience by giving at least 90 days' advance written notice to the other party.

8. TERMINATION FOR BREACH

Either party may terminate this Agreement if the other party is in default as to any of its material obligations hereunder, provided that: (a) the defaulting party has received a written notice containing a reasonably complete description of the default; and (b) the defaulting party has failed to cure the default within 30 calendar days after receiving such notice; provided that if such failure is capable of cure but cannot be cured during such 30-day period, no event of default may occur so long as the defaulting party is diligently attempting to cure and does so within such additional period of time as is approved in writing by the non-defaulting party.

Any termination for breach will be effective at the end of the then-current month. Neither party waives the right to recover damages against the other party for the breach of this Agreement. If either party terminates this Agreement for breach and it is subsequently determined that the other party has not failed to substantially perform their obligations in accordance with this Agreement, then the termination for breach will be deemed and treated as termination for convenience, which will be effective as of the end of the then-current month. If City fails to compensate SacRT in accordance with the payment schedule set for in Article 5, SacRT may refuse service to Eligible Residents, notwithstanding anything to the contrary either in this Agreement or in the adopted SacRT Fare Structure.

9. INDEMNIFICATION

- A. City agrees, by execution of this Agreement, to assume the defense of, indemnify and hold harmless SacRT, its officers, employees or agents, and each and every one of them, from and against all actions, damages, claims, losses, or expenses of every type and description to which SacRT may be subject or put to by reason of, or as a result of, actions or omissions to act when under a duty to act by City in its operations.
- B. SacRT agrees, by execution of this Agreement, to assume the defense of, indemnify, and hold harmless City, its officers, employees or agents, and each and every one of them, from and against all actions, damages, claims, losses, or expenses of every type and description to which City may be subject or put to by reason of, or as a result of, actions or omissions to act when under a duty to act by SacRT in the operation of transit services.

10. RELATIONSHIP BETWEEN THE PARTIES

- A. Nothing in the Agreement is intended to create, and nothing herein is considered as creating, any partnership, joint venture or agency relationship between SacRT and City. Both parties to this Agreement understand and acknowledge that this Agreement is not a

contract of employment between SacRT and City. Both SacRT and City agree to provide workers' compensation for their employees in accordance with State law. City hereby indemnifies and holds SacRT harmless from any and all claims that may be made against SacRT based upon any contention by any third party that an employer-employee relationship exists by reason of this Agreement.

- B. It is understood and agreed that SacRT is an independent contractor and that no relationship of employer-employee exists between the parties hereto. SacRT-assigned personnel are not entitled to any benefits payable to employees of City. City is not required to make any deductions or withholdings from the compensation payable to SacRT under the provisions of this Agreement; and as an independent contractor, SacRT hereby indemnifies and holds City harmless from any and all claims that may be made against City based upon any contention by any third party that an employer-employee relationship exists by reason of this agreement.
- C. If any third persons are employed by SacRT in the performance of this Agreement, those persons will be entirely and exclusively under the direction, supervision, and control of SacRT. All terms of employment, including hours, wages, working conditions, discipline, hiring, and discharging, or any other terms of employment or requirements of law, will be determined by SacRT.
- D. It is further understood and agreed that as an independent contractor and not an employee of City, neither SacRT nor SacRT-assigned personnel have any: entitlement as a City employee; right to act on behalf of City in any capacity whatsoever as agent; or ability to bind City to any obligation whatsoever.

11. NONWAIVER

No waiver of any breach of any term or condition of this Agreement may be construed to be a waiver for any successive breach of the same or any other term or condition of this Agreement. No delay by SacRT or City in enforcing any legal right pursuant to this Agreement will affect in any way its right to elect and attempt to enforce its rights under this Agreement. No election by SacRT or City to enforce any right or remedy which it may have will affect its right to elect and enforce any other right or remedy which it may have either simultaneously or subsequently with regard to the consistency of any such right or remedy.

12. MODIFICATION

No waiver, alteration, modification, termination or cancellation of this Agreement is valid unless made in writing and signed by the authorized parties hereof.

13. NOTICES

All notices and other communications under this Agreement must be in writing and are deemed to have been duly given (i) on the date of delivery, if delivered personally to the party to whom notice is given, or if made by email directed to the party to whom notice is to be given at the email address listed below, or (ii) at the earlier of actual receipt or the second business day following deposit in the United States mail, postage prepaid. Notices and other communications must be directed to the parties at the addresses shown below. A party may change its person designated to receive notice, its email address, or its address from time to time by giving notice to the other party in accordance with the procedures set forth in this Article.

To SacRT: Sacramento Regional Transit District
Attn: Director, Office Management and Budget
P.O. Box 2110
Sacramento, CA 95812-2110
Phone: (916) 556-0160
Email: ccourtright@sacrt.com

To City: City of Elk Grove
Attn: Kaley Lyons
8401 Laguna Palms Way
Elk Grove, CA 95758
Email: klyons@elkgrove.gov

14. GOVERNING LAW/VENUE

The interpretation and enforcement of this Agreement is governed by the laws of the State of California, the state in which this Agreement was executed. The parties agree to submit any dispute arising under this Agreement to a court of competent jurisdiction located in Sacramento County, California.

15. SEVERABILITY

If any term, covenant, or condition of this Agreement is held by a court of competent jurisdiction to be invalid, the remainder of this Agreement will remain in full force and effect.

16. COUNTERPARTS

This Agreement may be executed in one or more counterparts, each of which will be deemed to be an original, but all of which together will constitute but one and the same instrument.

17. CAPTIONS

The headings or captions to the articles of this Agreement are not a part of this Agreement and have no effect upon the construction or interpretation of any part thereof.

18. AUTHORITY TO BIND

Each of the signatories to this Agreement represents that he or she is authorized to sign the Agreement on behalf of such party and that all approvals, resolutions and consents that must be obtained to bind such party have been obtained and that no further approvals, acts or consents are required to bind such party to this Agreement.

19. INTEGRATION

This Agreement embodies the entire Agreement of the parties in relation to the scope of services herein described and no other agreement or understanding, verbal or otherwise, exists between the parties.

IN WITNESS WHEREOF, the parties have entered into this Agreement on the day and year first hereinabove appearing.

CITY OF ELK GROVE

**SACRAMENTO REGIONAL
TRANSIT DISTRICT**

By: _____
Jason Behrmann, City Manager

By: _____
Henry Li, General Manager/CEO

Approved as to Legal Form:

Approved as to Legal Form:

By: Jonathan P. Hobbs
Jonathan P. Hobbs, City Attorney

By: _____
Olga Sanchez-Ochoa, General Counsel

Attest:

By: _____
Jason Lindgren, City Clerk

[https://sacrt01.sharepoint.com/sites/teamsGeneralCounsel/Contracts/2025-2026
Year/K26Q1/Elk Grove Senior Group Pass Agreement.docx](https://sacrt01.sharepoint.com/sites/teamsGeneralCounsel/Contracts/2025-2026Year/K26Q1/Elk Grove Senior Group Pass Agreement.docx)

Fiscal

Exhibit B-8
Effective January 1, 2025

Sacramento Regional Transit Fares

Fare Category	Fare
Single Ride	\$2.50
Single Ride - Electronic Fare Media (valid for unlimited rides for 90 minutes)	\$2.50
Discount Single Ride ¹	\$1.25
Discount Single Ride - Electronic Fare Media (valid for unlimited rides for 90 minutes)	\$1.25
Transfer (valid for one transfer on either the bus or light rail)	\$0.25
SacRT Flex Fare	\$2.50
Daily Pass	\$7.00
Discount Daily Pass ¹	\$3.50
Monthly Pass	\$100.00
Semi-Monthly Pass	\$50.00
Student Semi-Monthly Sticker ²	\$10.00
Student Monthly Pass ² (on electronic fare media only)	\$20.00
Senior/Disabled Monthly Sticker	\$50.00
Senior/Disabled Semi-Monthly Sticker	\$25.00
Super Senior Monthly Sticker	\$40.00

Single ride tickets and daily passes may be sold in booklets.

¹ Discount single rides and daily pass fares are available to qualifying students grades K-12, seniors age 62 and over, and eligible disabled persons.

² Price applies to all Students including those who qualify for Free/Reduced Meal

(continued)

Elk Grove Service Fares³

Fare Category	Fare
Elk Grove Single Ride	\$2.25
Elk Grove Single Ride - Electronic Fare Media (valid for 120 minutes on Elk Grove Service)	\$2.25
Elk Grove Discount Single Ride	\$1.10
Elk Grove Discount Single Ride - Electronic Fare Media (valid for 120 minutes on Elk Grove Service)	\$1.10
Elk Grove Transfer ⁴	\$0.50
Elk Grove 10-Ride Pass ⁵	\$22.50
Elk Grove Discount 10-Ride Pass ⁵	\$11.00
Elk Grove 31-Day Local Pass ⁶	\$80.00
Elk Grove 31-Day Discount Local Pass ⁶	\$40.00
Elk Grove 31-Day Unlimited Pass ⁷	\$100.00
Elk Grove 31-Day Unlimited Discount Pass ⁷	\$50.00
SacRT E-Van Fares⁸	
SacRT E-Van Single Ride	\$3.50
SacRT E-Van 10-Ride Pass	\$35.00
SacRT E-Van 44-Ride Pass	\$150.00

³ Elk Grove service fares are limited to Elk Grove service only (routes E10-E19 & E110-E116)

⁴ Noted Elk Grove fares include a 120-minute transfer window rather than the 90 minutes available on other SacRT services.

⁵ Elk Grove 10 ride and discount 10 ride passes are valid for the equivalent of 10 Elk Grove Single Ride fares

⁶ Elk Grove 31-day local passes are valid for 31 days from the date of activation and only valid on routes E110-E116.

⁷ Elk Grove 31-day unlimited passes are valid for 31 days from the date of activation and are valid on all Elk Grove Service routes only.

⁸ SacRT E-Van fares are valid on paratransit services offered entirely within the city limits of Elk Grove.