

Streetcar Extension Title VI Service and Fare Change Analysis Final Memorandum



January 2012

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Introduction

This memorandum constitutes the service and fare change equity analysis element of the City of Portland Streetcar Title VI program. The service and fare analysis is in response to the changes associated with the extension of service to the eastern half of the Portland Central City, known as the Portland Streetcar Loop Project. The Portland Streetcar Loop received a Small Starts grant from FTA. TriMet was the grantee for this funding. The City of Portland, as the subrecipient, is responsible for conducting an equity analysis for major service changes and any change in fares.

This analysis evaluates the service and fare changes for possible disparate impacts⁶ to minority populations protected under Title VI and have the effect of disproportionately excluding or adversely affecting riders based on their race, color, or national origin. It also addresses possible disproportionately high and adverse effects to low-income populations⁷ per the associated Environmental Justice obligations of federal agencies and their programs. Portland Streetcar is considering fare changes that if approved, would be come effective September 21, 2012. The Portland Streetcar Inc. Board will consider the proposed changed to the streetcar fare at their next meeting on January 11, 2012.

Streetcar Title VI Program

The Portland Streetcar has not previously received federal funds and has not been reviewed by FTA regarding the Title VI requirements. Until this point, the Streetcar, and all other transportation efforts by the City of Portland, complied with Title VI via FHWA review of the Bureau of Transportation as a whole. Portland Streetcar Inc. is in the process of developing formalized “major service change” and “disparate impact” policies. To comply with federal requirements this analysis is based on guidance from the Federal Transit Administration (FTA) using methods and definitions accepted in the Portland region and within the transit industry.

The last section of this document suggests some considerations for the City of Portland and TriMet with respect to a formal Streetcar Title VI program including the possible development of a major service change policy

Public Involvement

The FTA guidance requires public engagement when developing service change and disparate impact policies. The City of Portland has conducted extensive outreach on the changes associated with the Loop Project and possible impacts to minority and low-income groups. The Bureau of Transportation’s Public Engagement Plan to involve stakeholders and the public in the process to evaluate changes in Streetcar service and fares is presented in Appendix A.

¹ As defined in FTA C 4702.1B, “Disparate Impact refers to facially neutral policies or practices that have the effect of disproportionately excluding or adversely affecting members of a group protected under Title VI, where the recipient’s policy or practice lacks a substantial legitimate justification and where there exists one or more alternative(s) that have a less adverse impact on members of a group protected under Title VI.”

² As defined in FTA C 4702.1B, “Disproportionately High and Adverse Effect on Minority and Low-income Populations means an adverse effect that: (1) is predominantly borne by a minority population and/or a low-income population, or (2) will be suffered by the minority population and/or low-income population and is appreciably more severe or greater in magnitude than the adverse effect that will be suffered by the non-minority population and/or non-low-income population.

Analysis Approach

Data Sources

Figure 1 summarizes the data sources, data collection methodology, and use of the data applied in the analysis.

Figure 1 Analysis Data Sources

Data Source	Data Provider	Collection Methodology	Use
American Community Survey (ACS), 2005-2009	U.S. Census Bureau	Sample of the general population.	Identify minority and low-income population by Census tracts and compare between service area and city as a whole.
Longitudinal Employer-Household Dynamics (LEHD)	U.S. Census Bureau	Combines federal and state administrative data on employers and employees with Census Bureau censuses and surveys ⁸ .	Quantify number of jobs within the Westside and Eastside portions of the Streetcar service area and analyze employment flows between them.
Streetcar Rider Survey, 2003	TriMet	Sample of passengers riding the Westside Streetcar at various times of day and days of the week. 2003 is the most recent onboard passenger survey conducted for the Streetcar ⁹ .	Identify origin-destination patterns and fare usage among riders of the existing Westside Streetcar, which include origins and destinations on the Eastside.

Geographic Coverage

As highlighted in Figure 1 above, the concentration of minority and low-income populations is measured using 2005-2009 (5-year average) American Community Survey (ACS) data, analyzed at the Census tract level. Tracts overlapping a ½ mile buffer of either the Westside or Eastside Streetcar lines are included in the analysis. For example, Tract 25.01, depicted in the upper right

⁸ <http://lehd.did.census.gov/led/about-us/FAQ.html#lehd>

⁹ More recent data, updated several times a year covers ridership by stop, but not demographics.

corner of Figure 4 (page 7), is outside the ½ mile buffer and is considered to be outside of the Streetcar service area. Census tracts within the current Streetcar service area are compared to tracts within the City of Portland for the analysis of disparate impacts, as described in more detail below.

Origin-Destination (O-D) patterns and fare usage data for Streetcar riders are based on the most recent Streetcar onboard passenger survey, as highlighted in Figure 1 above. This survey is limited to the current Westside extent of the Streetcar, but illustrates O-D patterns that include the Eastside.

Minority and Low-Income Thresholds

The FTA Title VI guidelines define minority persons to include five groups: 1) American Indian and Alaska Native, (2) Asian, (3) Black or African American Populations, (4) Hispanic or Latino Populations, and (5) Native Hawaiian and Other Pacific Islander.

The guidelines define the threshold for a “Predominantly Minority Area” as a geographic area where the proportion of the minority population is higher than the average for the transit provider’s service area as a whole. For the purposes of this analysis, a comparison with the average share of minority population for the City of Portland as a whole is the basis for classifying a Census tract as minority.

The FTA Title VI guidelines define “low-income” as “a person whose median household income is at or below the Department of Health and Human Services’ [HHS] poverty guidelines.” The HHS poverty guidelines¹⁰ are used to determine eligibility for federal and other programs and vary by household size. The base level is \$10,890 for a one-person household, increasing by \$3,820 for each additional person. For example, the poverty guideline for a family of four is \$22,350. For the purposes of this analysis, low-income status is based on U.S. Census Bureau statistical data, which identifies the percentage of the population in each Census tract whose family income is less than the income threshold for a particular family. The poverty threshold is defined based on both family size and age composition.¹¹ For example, the poverty threshold for a four-person family with two children under age 18 is \$22,113. This analysis defines a Census tract as low-income if the proportion of poverty population is higher than the average proportion of poverty population for the City of Portland as a whole.

Analytical Methodology

The analytical methodology used to determine whether the proposed service and fare changes would have disparate impacts on minority populations and/or disproportionately high or adverse effects on minority and/or low-income populations can be summarized as follows:

- The proportion of the minority and low-income population was determined for each Census tract overlapping the Eastside and Westside Streetcar service area (½ mile buffer) and for the City of Portland as a whole using ACS data. Census tracts with at least a quarter of their area within a half mile buffer of the Streetcar lines are included in the analysis.

¹⁰ <http://aspe.hhs.gov/poverty/11poverty.shtml>

¹¹ <http://www.census.gov/hhes/www/poverty/about/overview/measure.html>

- Each tract with a higher proportion of minority and/or low-income population than the City of Portland as a whole was classified as Minority, Low-Income, or Minority and Low-Income.
- The census tracts along the existing streetcar line and expanded alignment were evaluated as their low-income and minority classifications to evaluate for potential disparities of service for protected populations.

Service Equity Analysis

Identification of Service Changes

The Portland Streetcar Loop project extends streetcar service 3.3 miles and creates a new route on the eastside of the river. It connects the current Westside Streetcar, operating from the Northwest District through the South Waterfront, to the Lloyd District and Eastside Industrial District on the eastern half of the Portland Central City. The extension provides access to an additional 36,000¹² jobs on the east side of the Willamette River. Figure 2 presents the primary service changes associated with the loop project.

Figure 2 Summary of Service Changes

	Existing	Existing plus Extension
Headway	12 min ¹³	15 min 7.5 min on SW/NW 10 th and 11 th between NW Lovejoy and SW Market
Track miles	4.0 miles one-way	7.3 miles one-way
Span of Service	5:30 AM -11:30 PM M-F 7:15 AM - 11:30 PM Saturday 7:15 AM -10:30 PM Sunday	No Change

Impacts on Minority Populations

The table in Figure 3 and the map in Figure 4 highlight the Census tracts in the Streetcar service area that have a greater than average minority and/or low-income population and illustrate their spatial relationship to the current and pending Streetcar lines. Census tracts with at least a quarter of their area within a half mile buffer of the Streetcar lines are included.

¹² U.S. Census Bureau, Longitudinal Employer-Household Dynamics (LEHD), 2009.

¹³ Optimum service is 12 minute frequencies. Frequency varies due to operation in mixed traffic.

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Overall, 26% of the population in the City of Portland is minority and 16% of the population is low-income. The map highlights the connection of two high-minority tracts on the west side to new destinations on the Eastside including the employment centers in the Lloyd and Central Eastside Industrial Districts. The Loop also provides access from the two high-minority tracts on the Eastside to the downtown core and the University District.

Figure 3 Minority and Low-Income Population for Census Tracts in Streetcar Service Area

Service Area Census Tract Number	Low Income ¹			Minority		
	%	Above City Average	Total Population	%	Above City Average	Total Population
Westside (Existing)						
45 *	15%	No	1,835	19%	No	1,835
47 *	14%	No	3,420	8%	No	3,420
48	22%	Yes	2,548	13%	No	2,588
49	23%	Yes	3,166	17%	No	3,166
50	6%	No	1,444	12%	No	1,444
51	27%	Yes	4,936	21%	No	4,936
52	30%	Yes	3,836	20%	No	3,836
53	50%	Yes	1,785	17%	No	1,785
54	60%	Yes	926	32%	Yes	1,381
55	40%	Yes	2,618	20%	No	2,618
56	35%	Yes	2,930	29%	Yes	3,618
57	18%	Yes	2,264	20%	No	2,264
59 *	17%	Yes	4,242	15%	No	4,242
Eastside (Planned)						
11.01 *	38%	Yes	2,380	17%	No	2,380
11.02 *	18%	Yes	1,341	18%	No	1,341
21 *	20%	Yes	2,188	10%	No	2,188
22.02 *	16%	Yes	118	53%	Yes	118
23.01 *	26%	Yes	2,606	40%	Yes	2,606
23.02	18%	Yes	1,513	20%	No	1,565
24.02 *	7%	No	3,187	15%	No	3,187
City of Portland	16%				26%	

Notes: Service area defined as within ½ mile of existing or Westside or Eastside Streetcar lines

* Part of tract is outside of the ½ mile buffer.

¹Low income population is defined as persons whose household income is less than the federal poverty income threshold, based on both family size and age composition. The percentage of low-income population is relative to the population for whom poverty status is determined.

Source: American Community Survey, 2005-2009 5-Year Average

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Figure 4 Map of Service Change and Corridor Demographics

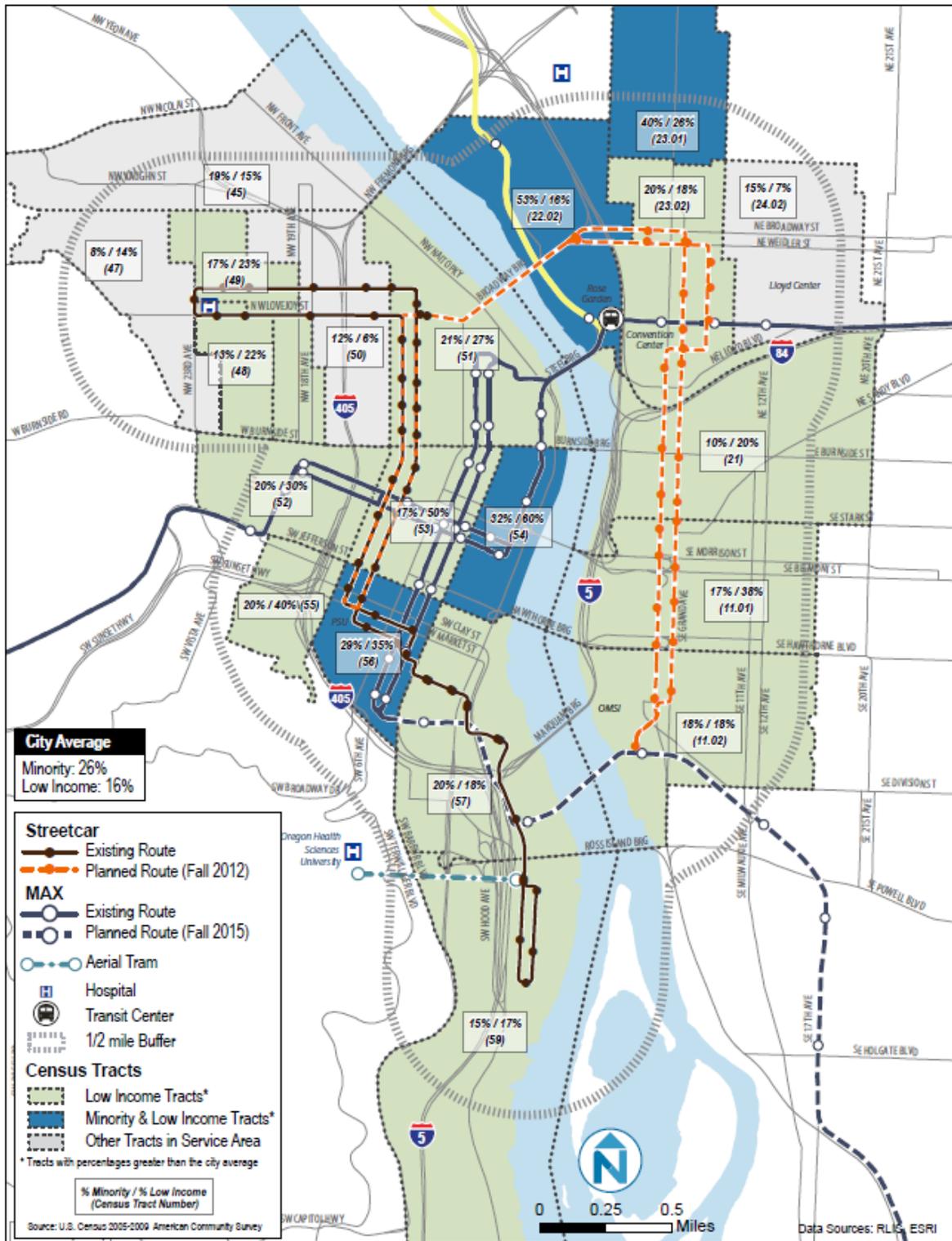


Figure 5 below presents the benefits or disadvantages of the new service in terms of changes in headway and the distribution of the benefits to minority and non-minority areas. All of the identified minority tracts along the corridor will realize the benefits of either new service or increased levels of service (7- to 10-minute headways) along the NW Lovejoy to SW Market segment of the alignment, corresponding to where the dashed orange (the expansion of the streetcar) and solid brown (existing streetcar) lines overlap in Figure 4. Some non-minority tracts will not experience a change in the level of service.

Figure 5 Headway Change Analysis – Minority Impacts

Existing/Proposed Headways (minutes)	Percent Change	Non-Minority Census Tracts	Minority Census Tracts
Increase in Service			
--/15	New Service	<ul style="list-style-type: none"> • 11.01 • 11.02 • 21 • 24.02 	<ul style="list-style-type: none"> • 22.02 • 23.01
12/7-10	38%	<ul style="list-style-type: none"> • 50 • 51 • 52 • 53 • 55 	<ul style="list-style-type: none"> • 54 • 56
Constant Service			
12/12	0%	<ul style="list-style-type: none"> • 45 • 47 • 48 • 49 • 57 • 59 	

In summary, the Loop Project has three primary benefits for minority populations in the current and proposed segments of the streetcar corridor:

1. Direct connections between tracts with higher minority populations along the current streetcar line to new opportunities on the eastside of the Portland Central City.
2. Direct connections between tracts with higher minority populations along the planned extension to Westside employment centers, PSU, and other downtown attractions.
3. An increase in the level of service (reduced headways) for tracts with higher minority populations along the current streetcar line.

Impacts on Low-Income Populations

A similar analysis of the data presented in Figure 4 highlights that both the current Westside line and the new Eastside line primarily serve tracts with above average low-income populations. The Loop Project effectively connects the low-income tracts on both sides of the Willamette River and provides low-income populations on each side to new employment opportunities across the river.

Figure 6 shows that 75% of the low-income tracts within the ½ mile radius streetcar service area will realize either new service or an increased level of service.

Figure 6 Headway Change Analysis – Low-Income Impacts

Existing/Proposed Headways (minutes)	Percent Change	Non-Low Income Census Tracts	Low Income Census Tracts
Increase in Service			
-/15	New Service	• 24.02	<ul style="list-style-type: none"> • 11.01 • 11.02 • 21 • 22.02 • 23.01 • 23.02
12/7-10	38%	• 50	<ul style="list-style-type: none"> • 51 • 52 • 53 • 54 • 55 • 56
Constant Service			
12/12	0%	<ul style="list-style-type: none"> • 45 • 47 	<ul style="list-style-type: none"> • 48 • 49 • 57 • 59

Available Alternatives

While the Streetcar Loop project presents both minority and low-income populations with a level of benefits commensurate to that provided to the general population, there are alternatives available to potential riders. TriMet bus and light rail service provide optional connections (typically requiring a transfer) to many destinations along the Streetcar corridor as the Streetcar and MAX lines are within a quarter mile of each other in downtown and the Lloyd District. Walking is another option for travel between many of the closely spaced streetcar stops in the system.

Title VI Disparate Impact Analysis

The impacts of service changes related to the Eastside Streetcar extension can be summarized as follows:

- **Expanded service to the Eastside:** This change provides minority and low-income populations living on the Westside with additional transit access to opportunities on the Eastside, and minority and low-income populations living on the Eastside with additional transit access to the Westside.
- **Increased level of service (decreased headways):** This change provides minority and low-income populations living/traveling between NW Lovejoy and SW Market with an

increased level of service—a decrease in headways such that a streetcar should arrive every 7 to 10 minutes instead of every 12 minutes along this segment of the alignment. Headways on other portions of the existing Westside Streetcar alignment will remain constant.

There are therefore no negative disparate impacts on protected populations as a result of the service changes. The expanded service area and increased frequency in the downtown will benefit downtown neighborhoods and employees including the low income and minority groups. The result is that census tracts in the downtown core with higher concentrations of protected populations will realize an improvement in service between 16% and 42%. Additionally, census tracts with higher percentages of low income and minority populations will now have new service with 15 minute headways where there was no streetcar service previously.

Environmental Justice Disproportionately High and Adverse Effect Analysis

Similarly, the proposed service changes will not result in disproportionately high and adverse effects on protected populations. As such, mitigation and/or enhancement measures are not required or suggested as part of this analysis.

Fare Equity Analysis

Identification of Fare Changes

Expanding Streetcar service to the east side of the river with the Streetcar Loop Project requires consideration of fare and fare policy changes to accommodate operations on both the Eastside and Westside.

Portland is introducing new service and thus analyzing a new fare structure for the Streetcar Loop. The criteria for the analysis are equity, ridership, revenue, access to the transit system and efficiency. As part of this analysis, the City of Portland examined the way that riders use streetcar and recognized that streetcar serves the Central City as a circulator and serves the greater region as a component of the larger regional transit system. The proposed fare structure acknowledges this unique utility of the streetcar.

Figure 7 highlights the current and proposed fare structures. The cash fare on the existing line is \$2.10 and is valid on the streetcar all day and valid for a two hour window on TriMet in zones 1 and 2. The existing base fare would not be modified for regional trips connecting to TriMet; however, a proposed circulator fare would be available at a reduced level for short, one-way trips within the Central City. In addition to an annual streetcar pass, a monthly pass would be offered. The cost of this new pass reflects the limited utility of this fare media relative to TriMet's monthly passes which provide service throughout the region and is therefore priced at about 30% of the TriMet 2-Zone monthly pass.

As shown in Figure 8, the Westside Streetcar currently partially operates within the Free Rail Zone, which is bounded by I-405, the Willamette River, and approximately NW Irving Street on the Westside, and includes the Lloyd Center District on the Eastside. Fareless travel on the Streetcar would be eliminated with opening of the loop. Free service on MAX light rail is expected to continue within the boundaries shown in Figure 8, including along the transit mall and between the west side of the Central City and the Lloyd Center District.

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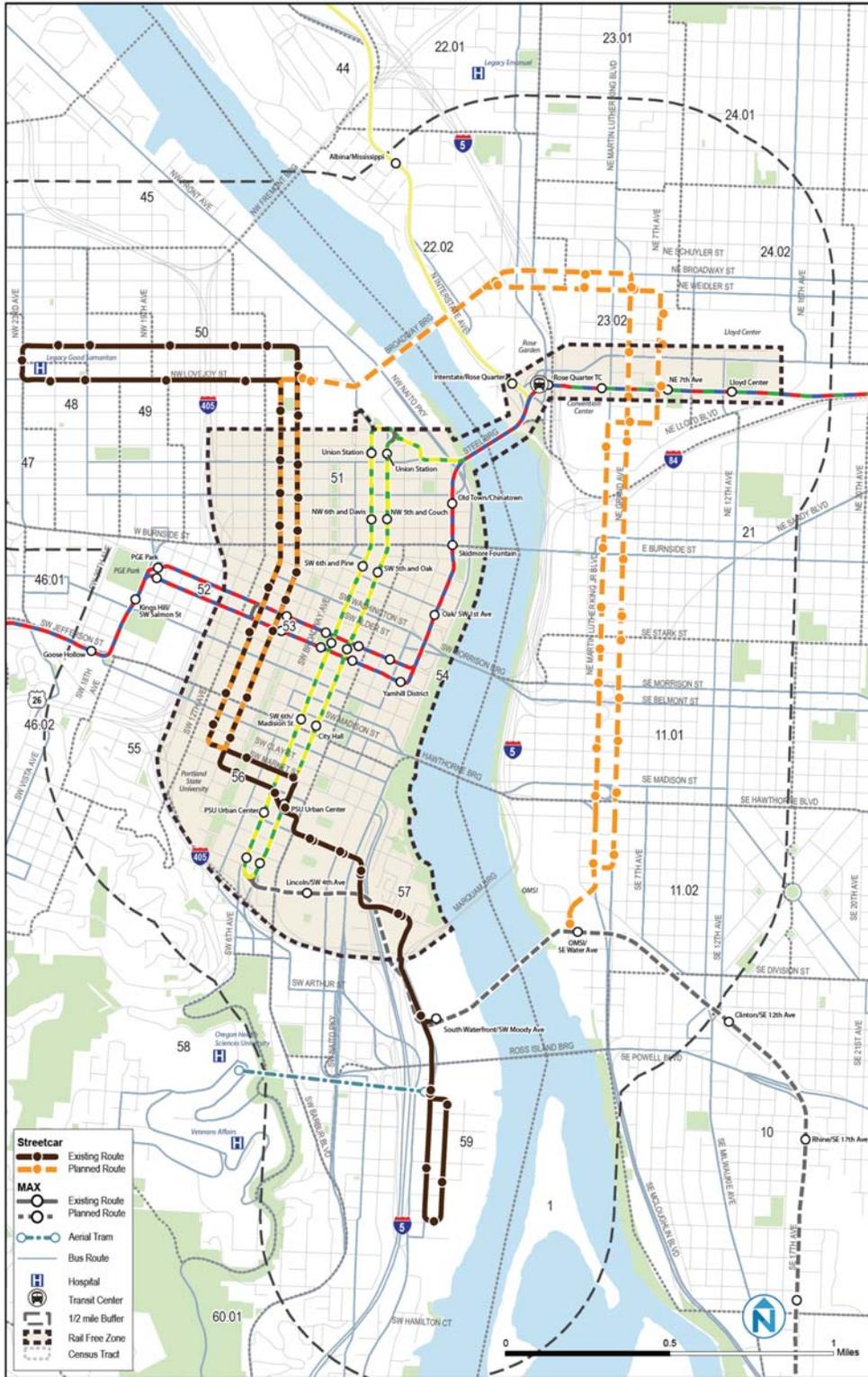
Figure 7 Summary of Fare Changes

Fare Type	Existing Cost	Proposed Cost
Cash Fare-TriMet 1 & 2 zone	\$2.10 ^a	Consistent with TriMet 1 & 2 zone
Cash Fare-Circulator	Not Available	\$1.00-\$1.50 ^b
Annual Pass	\$100	\$150-\$250
Monthly Pass	\$8.33 ^b	\$25
Free Rail Zone	Free	Not Available

Notes

- a. The existing TriMet 1 & 2 zone fare is currently \$2.10 and is good all-day on the Streetcar and good for up to 2 hours from purchase/validation time on TriMet buses and MAX.
- b. The proposed Circulator Fare is good for a one-way trip on Streetcar and is not valid on TriMet buses or MAX.
- c. The existing monthly pass is expressed as 1/12th of the current annual Streetcar Pass

Figure 8 Free Rail Zone Established in 2009 with Current Boundaries



Impacts on Minority Populations

Figure 9 highlights that, while minority riders make up 20% of the ridership, they represent 23% of cash paying customers, 13% of Streetcar Annual Pass users and 19% of Fareless riders. Similarly, Figure 10 illustrates that 31% of minority riders pay by cash vs. 25% of non-minority customers. Only 5% of minority users buy Streetcar Annual Passes compared to 8% of non-minority riders. Minority riders make use of the Free Rail Zone to a lesser degree as well. Therefore, the increased costs associated with the change in multiple-ride passes and the loss of the Free Rail Zone will affect non-minority riders to a greater degree than minority riders.

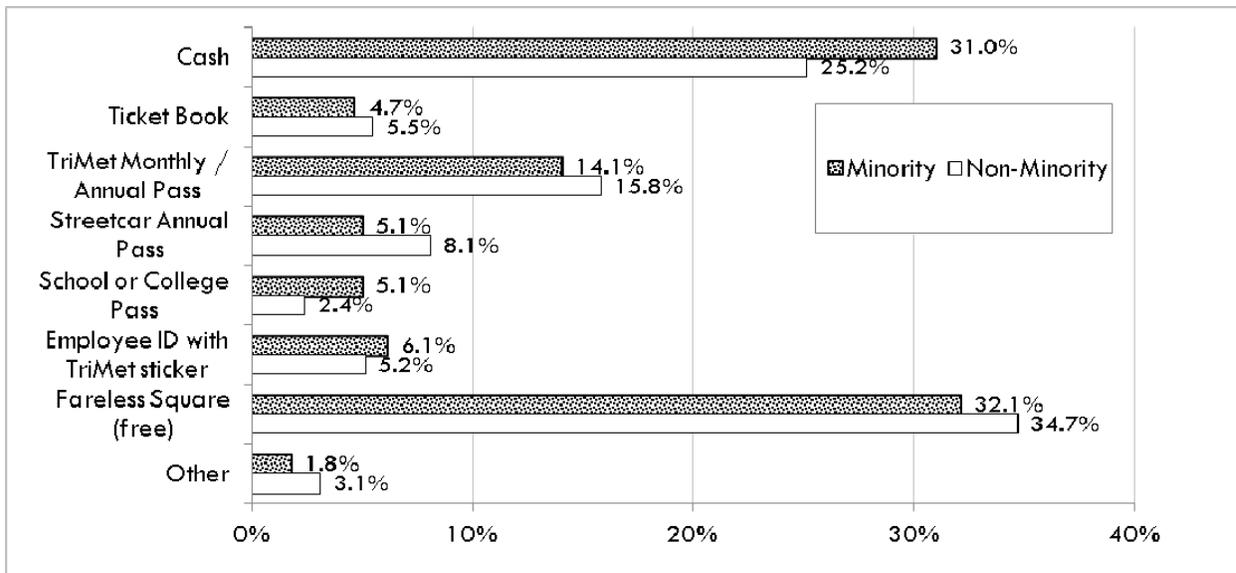
Figure 9 Fare Breakdowns by Minority Status

Fare Type	Non-Minority	Minority	Survey Responses
Cash	77%	23%	n=369
Ticket Book	83%	17%	n=75
TriMet Monthly / Annual Pass	82%	18%	n=217
Streetcar Annual Pass	87%	13%	n=105
School or College Pass	66%	34%	n=41
Employee ID with TriMet sticker	77%	23%	n=75
Fareless Square (Free) ¹	81%	19%	n=479
Other	88%	13%	n=40
n	n=1124	n=277	Total n = 1401

Notes: Fareless Square became the Free Rail Zone in 2009.

Source: 2003 TriMet Origin/Destination Survey

Figure 10 Fare Media Usage by Minority Populations



Source: 2003 TriMet Origin/Destination Survey

Impacts on Low-Income Populations

This part of the analysis relies on a TriMet origin-destination survey on the Streetcar, which asked respondents to self-identify into various income categories but does not provide data about household size. For the purpose of making comparisons, this section, therefore, considers low-income to be the lowest two income categories in this survey, “Less than \$10,000” or “\$10,000 - \$19,999.”⁹

Figure 11 highlights that while low-income riders made up 37% of the ridership, they only represent 32% of cash paying customers and 24% of Streetcar Annual Pass users. They represent 43% of the fareless riders. Similarly, Figure 12 illustrates that 21% of low-income riders pay by cash vs. 26% non-low income customers. Only 5% of low-income users buy Streetcar Annual Passes compared to 9% of non-low income riders. Low-income riders make use of the Free Rail Zone to a greater degree with 40% of the low-income riders using the fareless zone vs. 31% of other riders on average. While the increased costs associated with the change in multiple-ride passes will affect non-low income riders to a greater degree, the loss of Free Rail will affect a larger share of low-income riders compared to non-low income riders (Figure 12). Fareless travel represents a statistically significant difference¹⁰ between low-income and non-low income riders.

Figure 11 Income Status by Fare Type

Fare Type	\$0- \$19,999 (Low- Income)	\$20,000- \$39,999	\$40,000- \$59,999	\$60,000 or more	Subtotal Non-Low Income	Survey Response s
Cash	32%	30%	14%	24%	68%	n=305
Ticket Book	33%	24%	20%	23%	67%	n=66
TriMet Monthly / Annual Pass	44%	27%	12%	17%	56%	n=205
Streetcar Annual Pass	24%	35%	16%	25%	76%	n=96
School or College Pass	58%	19%	8%	14%	42%	n=36
Employee ID with TriMet sticker	15%	35%	21%	29%	85%	n=72
Fareless Square (Free)	43%	20%	13%	24%	57%	n=430
Other	24%	26%	15%	35%	76%	n=34
n	n=455	n=325	n=177	n=287	n=789	n=1244

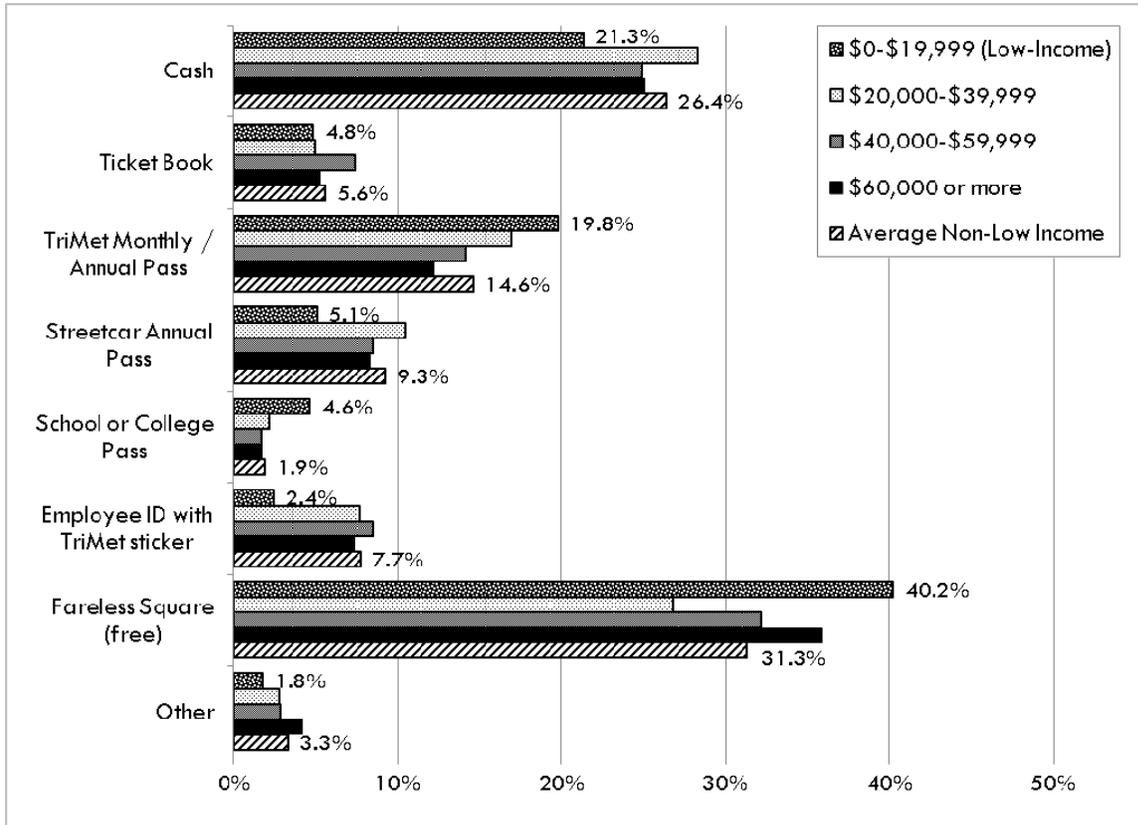
Notes: Fareless Square became the Free Rail Zone in 2009.

Source: 2003 TriMet Origin/Destination Survey

⁹ This range encompasses the base of the federal poverty guidelines, \$10,890 for a one-person household. These guidelines increase by \$3,820 for each additional person, e.g., the poverty level for a family of four is \$22,350, which would fall within the next income category in the TriMet survey. The median household income for Portland is \$48,053, based on the 2005-2009 American Community Survey.

¹⁰ Based on Chi Square test, $p < .01$

Figure 12 Fare Media Usage by Low-Income Populations



Source: 2003 TriMet Origin/Destination Survey

Available Alternatives

The proposal to extend the current fare to the whole streetcar system and adopt a circulator fare offers a number of economical alternatives. The circulator fare is a reduced cash fare for anyone making a short, one-way trip. The monthly pass equates to a \$1.25 daily cost for a rider traveling 20 days per month on the Streetcar. Walking is another option for travel between many of the closely spaced streetcar stops in the system. Currently, the MAX system serves fareless trips within the Free Rail Zone.

Title VI Disparate Impact Analysis

The impacts of fare changes related to the Eastside Streetcar extension can be summarized as follows:

- **Changes to Ticket Fare Policy:** Fare policies for cash fares would remain constant, however a discounted “circulator” fare would be offered to accommodate short trips.
- **Increase in Pass Cost:** The deeply discounted Streetcar annual pass would be supplemented by a monthly pass. At a proposed cost of \$25 per month, this pass equates to a \$1.25 daily cost, assuming 20 round trips per month, and it is substantially lower than a TriMet 2-Zone monthly pass. The cost to ride the streetcar can be further reduced by

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purchasing an annual pass (for the cost of 10 monthly passes assuming an annual pass cost of \$250).

- **Elimination of Streetcar service in the Free Rail Zone:** Fareless travel on Streetcar would no longer be available in the Free Rail Zone (highlighted in Figure 8). Currently these trips are available on MAX.

An examination of Figure 9 and Figure 10 shows that there are no disparate impacts on protected populations as a result of the fare changes. Minority groups will be affected to a similar degree as non-minority riders, whether they are realizing a neutral cost for cash fares, an increase for multiple trip passes, or experiencing the elimination of Free Rail. A lower percentage of minority riders utilize the Streetcar Annual Pass (14%) and Free Rail Zone (32%) compared to non-minority riders (16% and 35% respectively). The elimination of Free Rail on the Westside also avoids any geographic inequities from having fareless travel available on one side of the river but not available to minority populations on the other side.

Environmental Justice Disproportionately High and Adverse Effect Analysis

While not affecting minority populations disparately, the expanded service changes may result in disproportionately adverse effects on low-income riders currently using Free Rail (40% use by low-income riders versus 31% use by non low-income riders). As discussed, the increase in costs can be mitigated with a reduced circulator fare well below the base fare, and with the use of the multiple trip monthly pass for regular riders. The lower circulator fare also lessens any financial burden for riders traveling on the Streetcar for a short distance within the current Free Rail Zone. These factors coupled with the additional service and access provided mitigate the potential impacts. Free Rail travel will be still an option on the Green and Yellow MAX lines that parallel most of the Streetcar alignment through the Free Rail Zone and is typically less than a 5 minute walk away, as well as the Blue and Red MAX lines that serve some common travel patterns with the Streetcar Loop. To further mitigate these effects, the Streetcar could honor TriMet's Honored Citizen Downtown Portland Bus Pass which allows Honored Citizens (seniors, Medicare members and people with disabilities) living downtown free travel within downtown (the old Fareless Square boundaries and, therefore, encompassing the Free Rail Zone) for \$10 for two years.¹¹ Figure 13 highlights the options currently or potentially available to impacted riders.

¹¹ The \$10 cost is an administrative fee to cover the costs to register the participant and provide a photo ID.

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Figure 13 Alternatives Available to Those Impacted by Fare Changes

Alternative	Mitigating Effect
Circulator Fare	This fare instrument provides a reduced fare for short Streetcar trips made in within the entire Streetcar service area.
Streetcar Passes	Monthly and annual streetcar passes are deeply discounted relative to TriMet system-wide passes.
MAX Light Rail	MAX service is within a short walk of many Streetcar stops and is currently free within the Free Rail Zone.
TriMet Honored Citizen Downtown Portland Bus Passes	These passes are currently available to older downtown residents and those with a disability for free bus travel within the previous Fareless Square boundary. This could be offered to qualifying residents for Streetcar travel within the Free Rail Zone.
Walking	Many of the Streetcar stops within the current Free Rail Zone are within walking distance of each other.

APPENDIX A

PUBLIC ENGAGEMENT PLAN

Portland Streetcar Fare Policy Update Public Engagement and Open House Plan

REQUIREMENTS:

Title VI of the 1964 Civil Rights Act (Title VI) provides that no person in the United States shall on the ground of race, color, national origin limited English proficiency, sex, income, age or disability be excluded from participation in be denied the benefits of or otherwise be subjected to discrimination under any program or activity receiving federal financial assistance.

As a sub-recipient of Small Starts funds for transit service, the City of Portland must comply with Title VI including evaluating any and all fare changes to determine whether those changes will have a discriminatory impact based on race, color, or national origin of the transit riders. Specifically, the transit provider shall engage the public in decision-making process to develop a major service change policy and fare change policy. Additionally, the transit provider shall develop a policy for measuring disparate impact. To meet the federal requirements and to assist in the decision making process, the City of Portland staff have developed this public engagement plan. TriMet has reviewed this plan and offered comment. Because TriMet's status as the Small Starts Grant Recipient and the regional Transit Agency, they will provide support to complete this effort. The findings from this engagement process are incorporated into the Title VI analysis and staff recommendations.

TECHNICAL ANALYSIS

FARE REVENUE PROJECTIONS:

The technical analysis on this project includes both the fare revenue projections and impact analysis. The Bureau of Transportation hired a consultant to develop an independent revenue generation model and analyze the various proposed fare rates. These projections are informative on how revenues will affect ridership and the utilization of the streetcar line. The projected revenue will also allow the city to make assumptions on service levels.

IMPACT ANALYSIS:

A consultant has been hired to establish the methodology and perform the analysis on how any fare or service changes will impact the protected classes. The City will examine if there are any detrimental or beneficial impacts as a result of the proposed fare and the implications of a fare, such as continuing to operate streetcar without collecting a fare in the Free Rail Zone and impact to the frequency of operations.

PUBLIC ENGAGEMENT

OUTREACH TO ADVISORY BOARDS:

Two boards advise the Portland Streetcar on operations issues. Portland Streetcar, Inc. (PSI) and the Streetcar Citizen Advisory Committee (CAC) together include affected property owners,

advocates, transit riders, neighbors and the aging and disability communities. Staff are actively engaging the PSI and the CAC. Input from the PSI and the CAC are essential to defining the criteria for establishing the eastside fare.

OUTCOMES: Understanding of the impact of fare policy and changes in service on streetcar users. Identified key issues and establish any benefits of the additional headways on the west side and the consideration of the Free Rail Zone. Identify any detriments. Refined recommendations and performed analysis of impact.

OUTREACH AND ENGAGEMENT OF SERVICE PROVIDERS IN AFFECTED AREA:

Several large educational institutions, community service providers, hospitals and affordable housing agencies are located in the existing service area. In order to insure their participation, staff will perform one-on-one interviews to understand how a change to the streetcar transit service will impact their clients and their employees. An inventory of properties in the affected area and targeted outreach to affected groups performed. Additionally, invitations to the open house were sent to the affected service area.

The following is a partial list of the institutions that were contacted for interviews: Portland State University, Multnomah County Library, Central City Concern, Outside In, Goodwill, Housing Authority of Portland, Oregon Health and Sciences University, and Good Samaritan Hospital.

OUTCOMES: Understanding how the low income community uses transit in the Central City. Access to healthcare and social services are critical to our community.

Gained knowledge of the role of service providers in promoting access to transit and impact to clients related to increased fares or changes in service. Refinement of recommendations and analysis of impact.

ENGAGEMENT OF AFFECTED NEIGHBORHOODS AND BUSINESS COMMUNITIES:

The neighborhoods and business associations along the alignment are affected differently depending on their locations.

Westside neighborhoods and business associations currently have access to streetcar. The Northwest and Southwest neighborhoods (paid zone) are served by streetcar and pay \$2.10 for an all-day fare that allows a two-hour transfer to the TriMet system.

The service area between Riverplace and NW Glisan are in the TriMet established Free Rail zone. Free Rail Zone evolved from the Fareless Square. In 1975, Fareless Square was established by TriMet in to improve downtown air quality and mobility. In 2001, Streetcar was introduced in Portland's downtown, and the fare structure followed TriMet's Fareless Square boundaries. In 2007, Streetcar service extended to South Waterfront and followed the fare collection boundaries providing free service to the Riverplace stop. In 2009, TriMet removed bus service from Fareless Square and renamed the area as the Free Rail Zone. The change allowed the new MAX service on the mall to remain free for riders within the Free Rail Zone boundaries. Goals were to reduce fare evasion and eliminate conflict over fare collection. Again, Streetcar fare policy followed TriMet's direction on the Free Rail policy.

When the new service runs from OMSI to Market streetcar frequencies in the downtown core will be increased. Waiting times will be reduced from 12 minutes to 7-10 minutes in the area within the area known as Free Rail Zone.

New service is offered on the eastside of the river creating new travel patterns and connections with 11 bus routes and the Max service. The east side streetcar service will be 15 minute headways and 28 new station locations. Eastside service will be expanded in 2015 when the Portland Milwaukie Light Rail service opens and a new transit/bike/ped bridge connects the Central Eastside and the South Waterfront.

To expand the depth of our public engagement the City of Portland will meet with the following neighborhood associations, business association and transportation management associations: Central Eastside Industrial Council, Portland Business Association, Kerns, Buckman, Hosford Abernathy, South Waterfront, Pearl District, Northwest, Lloyd TMA, South Waterfront TMA, and the newly forming Central Eastside TMA.

OUTCOMES: Understanding of how the proposed fare affects the neighborhoods adjacent to the streetcar. Analysis addressed composition of income, racial affinity and ethnicity, home ownership versus rental population, native English speakers and of the neighborhoods. Equity issues related to new and existing service will be discussed. Determined if the proposed fare and service changes will adversely affect people on the basis of race, color nation origin or will disproportionately effect minority or low income populations. Refined recommendations and performed analysis of impact.

TARGETED ENGAGEMENT OF PROTECTED CLASSES AND UNAFFILIATED PERSONS:

Central to the Title VI analysis is the engagement of low income, minority and communities of color. It is also important for the City to examine the ability for non-English proficient speakers to participate. To deepen the engagement of these communities the city plans to conduct two open houses that serves the Central Eastside and Downtown or Northwest neighborhoods.

The purpose of the open houses are to communicate the issues related to the imposition of a fare for the Eastside Streetcar Loop as well as any potential impacts to the current service in the downtown. The open houses are also opportunities to receive feedback and engage the public in the decision making process. Given the federal requirements, special attention should be made to reach under-represented, minority and low income people.

The City supplemented the public engagement process and sought meaningful public engagement on the proposal for the updated Streetcar Fare Policy at east and west open houses. The City identified key constituencies that are targeted for participation. The open houses were broadly publicized and held at locations along the alignment, one of which is located in the Free Rail Zone.

OUTCOMES: Created a meaningful tool to receive feedback on the fare study and an opportunity to provide comments, an analysis of comments will be submitted to the FTA as part of our Title VI submission. Engaged the public in the decision making process.

APPENDIX B

OUTREACH SUMMARY

PORTLAND EASTSIDE STREETCAR FARE POLICY OUTREACH SUMMARY

SERVICE PROVIDERS

Multnomah County Library, Central Branch

Sue Banks, Director

Topics covered: Opening day and expanded service, fare policy, impact to free rail and fare media. Focused discussion on introduction of circulator fare and establishing standard TriMet 2 Zone Fare and removing streetcar from free rail.

Issues raised: The service area of the Central Branch covers a mile radius, and includes the central eastside. The library system does not recognize the river as a division of service areas. 80 % of clients take public transportation the service area and the region. Many collections are only housed at the main library. Also, serves the expanded daytime population of downtown. Many clients are lower income than county average. Clients have a higher educational level than the county average. Employees have TriMet passes from Multnomah County.

Goodwill Industries, Central Eastside Location

Michael Miller, President

Topics covered: Opening day and expanded service, fare policy, impact to free rail and fare media. Focused discussion on introduction of circulator fare and establishing standard TriMet 2 Zone Fare and removing streetcar from free rail.

Issues raised: Goodwill serves the tri-county area with vocational training for persons with barriers to employment. A large percentage of clients use the lift program to access services. Many others are transit dependant, but are not streetcar dependant. Views the streetcar expansion as an important connection to customers and clients, but recognizes that both live throughout the region.

Loves and Fishes

Susan Glison, Program Manager

Topics covered: Opening day and expanded service, fare policy, impact to free rail and fare media. Focused discussion on introduction of circulator fare and establishing standard TriMet 2 Zone Fare and removing streetcar from free rail.

Issues raised: Loves and Fishes serves the senior population with a meal location, meal delivery and case management. Most seniors walk or use transit: MAX, bus and streetcar. Most clients have honored citizen TriMet pass. Trip destinations include: medical trips at OHSU, Kaiser Interstate and Safeway downtown. A van is provided to Walmart for shopping weekly trips. Because the Downtown location is the only center open on the weekend it is a critical location for the clients.

Transition Project (TPI)

Doreen Binder, Executive Director

Topics covered: Opening day and expanded service, fare policy, impact to free rail and fare media. Focused discussion on introduction of circulator fare and establishing standard TriMet 2 Zone Fare and removing streetcar from free rail.

Issues raised: Most clients are transit dependant but not streetcar dependant

Clients travel throughout the TriMet system and need access to entire system. Many clients will be interested in the new route as it connects locations in Central Eastside and at base of Broadway bridge.

Many walk to avoid close interaction on buses, sees the same issue on streetcar.

Clients are comfortable on MAX because it is so large and inviting.

Does not see negative impact on clients because they are not reliant on streetcar service and many are TriMet Pass holders through social services. Most clients are honored citizens.

Homeforward

Michael Andrews, Director of Development and Community Revitalization and Molly Rogers, Assistant Director of Asset Management

Topics covered: Opening day and expanded service, fare policy, impact to free rail and fare media. Focused discussion on introduction of circulator fare and establishing standard TriMet 2 Zone Fare and removing streetcar from free rail.

Issues raised: Home Forward manages many properties in the downtown and central city. Residents travel throughout the TriMet service area for services. Many are transit dependent but not streetcar dependent. Support for standard TriMet 2 zone fare without complicated by up. Sees streetcar as a link in trip.

Central City Concern (CCC)

Claudia Krueger, Director of Grants and Special Projects.

Topics covered: Opening day and expanded service, fare policy, impact to free rail and fare media. Focused discussion on introduction of circulator fare and establishing standard TriMet 2 Zone Fare and removing streetcar from free rail.

Issues raised: Service area is in the downtown core but expands through out the city. Clients are transit dependent and they are coming from through out the region. CCC spends \$65,000 on bus tickets and passes. They have shifted more to tickets to reduce costs. The organization is committed to help client attend appointments and thus motivated to give them transit tickets. Many qualify for honored citizen passes. The population does not prioritize transportation in their available budget, much lower priority than food, shelter and other expendables. However, transportation is a high priority for CCC. Clients are transit dependent but not streetcar dependant for making connections.

Outside In (OI)

Heather Brown, Youth Department Director

Topics covered: Opening day and expanded service, fare policy, impact to free rail and fare media. Focused discussion on introduction of circulator fare and establishing standard TriMet 2 Zone Fare and removing streetcar from free rail.

Issues raised: In the 14 years that Heather has worked at OI she has seen the transportation needs expand exponentially. As affordable housing is more difficult to find close in, clients need to travel greater distances to get needs met. Many of the services were available at one time in the downtown core, they have moved out over time and transitional housing is located in SE. Most of the affordable housing OI partners with are located in East Portland, Gresham, and Washington County. Clients often travel between housing and the OI offices downtown. Clients are employed and attend appointments throughout the tri county area. Clients have access to transit from the youth pass program and some qualify for honored citizens. OI purchases daily tickets for clients to make appointments and get to work. Most clients take the MAX to the downtown center. Clients are transit dependant, but not streetcar dependant.

Oregon Health Science University

Brian Newman, Director of Campus Planning and Development

Topics covered: Opening day and expanded service, fare policy, impact to free rail and fare media. Focused discussion on introduction of circulator fare and establishing standard TriMet 2 Zone Fare and removing streetcar from free rail.

Issues raised: Interested in planning for 2012 and 2015. Employees take advantage of both subsidized TriMet passes and streetcar fare. Sponsorship has been key benefit for the employees moving between downtown and south waterfront locations.

Good Samaritan Hospital (Good Sam)

Russ Arnold, Manager of Facilities Operations

Topics covered: Opening day and expanded service, fare policy, impact to free rail and fare media. Focused discussion on introduction of circulator fare and establishing standard TriMet 2 Zone Fare and removing streetcar from free rail.

Issues raised: Good Sam is located in the pay zone and employees participate in the streetcar pass program. Good Sam enjoys clients and employees having efficient transportation. Good Sam does not expect any significant changes as a result of the new policy.

NEIGHBORHOOD ASSOCIATIONS

Hosford Abernathy Neighborhood Association

October Meeting

Topics covered: Opening day and expanded service, fare policy, impact to free rail and fare media. Focused discussion on introduction of circulator fare and establishing standard TriMet 2 Zone Fare and removing streetcar from free rail.

Issues raised: Concern of equity on both sides of the river. A lot of concern about the cost and benefit of streetcar remaining in free rail zone. Many residents saw free rail as a subsidy that is paid for by other transit riders. Concern that people might not ride the streetcar on the eastside if it is free in the downtown. Ridership is critical to encouraging development in the central eastside. Enforcement is critical and should be included in the establishment of a fare policy.

Buckman Neighborhood Association

October Meeting

Topics covered: Opening day and expanded service, fare policy, impact to free rail and fare media. Focused discussion on introduction of circulator fare and establishing standard TriMet 2 Zone Fare and removing streetcar from free rail.

Issues raised: Concern of equity on both sides of the river. A lot of concern about the cost and benefit of streetcar remaining in free rail zone. Many residents saw free rail as a subsidy that is paid for by other transit riders. Concern that people might not ride the streetcar on the eastside if it is free in the downtown. Ridership is critical to encouraging development in the central eastside.

Northwest Neighborhood Association

October Meeting

Topics covered: Opening day and expanded service, fare policy, impact to free rail and fare media. Focused discussion on introduction of circulator fare and establishing standard TriMet 2 Zone Fare and removing streetcar from free rail.

Issues raised: Most of NW is in the paid zone. Many members are streetcar pass holders. Very concerned about the cost of the annual pass, like the idea of the monthly pass. However, the jump in price from \$100 to \$250 is a significant increase. Association did not see a lot of impact to neighborhood, because currently in a paid zone. Thought enforcement should be part of the policy, concerned the free rail caused confusion and evasion.

Downtown Neighborhood Association (DNA)

October Land Use and General Meetings

Topics covered: Opening day and expanded service, fare policy, impact to free rail and fare media. Focused discussion on introduction of circulator fare and establishing standard TriMet 2 Zone Fare and removing streetcar from free rail.

Issues raised: The Downtown Neighborhood Associations represents the neighborhood that would be most dramatically affected by changes to the policy of streetcar participating in the free rail zone. The DNA is concerned that they have not had enough

time to consider and respond to the proposed Streetcar fare policy. The DNA submitted a letter to the PSI board asking them to postpone making a decision on the streetcar fare policy until there is adequate public conversation about the matter. The PSI board agreed and will consider the matter in December.

The DNA objects to the removal of streetcar for a wide variety of reasons including: the perceived negative impact on air quality, the loss of an iconic element of Portland's transportation system, the fact that free rail in the downtown core serves the entire city and mostly the visitors and daytime downtown population.

Pearl Neighborhood and Business Association

September Meeting

Topics covered: Opening day and expanded service, fare policy, impact to free rail and fare media. Focused discussion on introduction of circulator fare and establishing standard TriMet 2 Zone Fare and removing streetcar from free rail.

Issues raised: The cost of the circulator fare must make sense for the district. Easy access is important as well as addressing evasion. PNCA mentioned how important streetcar is as a link for Students traveling to PSU.

South Portland Neighborhood Association

Topics covered: Opening day and expanded service, fare policy, impact to free rail and fare media. Focused discussion on introduction of circulator fare and establishing standard TriMet 2 Zone Fare and removing streetcar from free rail.

Issues raised: South Portland Neighborhood Association attendees were concerned about the current hours of operation not providing service late enough to return home after cultural events. South Portland neighborhood is currently within a fare zone so many did not believe they were going to be greatly impacted by the fare zone change but liked the idea of a circulator fare. Many were concerned about degree of fare evasion in their portion of the system and the level of enforcement. South Waterfront residents emphasized the importance of the streetcar as their connection to downtown. In particular they stressed the value of the current \$100 annual pass and the concern that a \$250 annual pass was too expensive.

Strand Homeowners Association

October Meeting

Topics covered: Opening day and expanded service, fare policy, impact to free rail and fare media. Focused discussion on introduction of circulator fare and establishing standard TriMet 2 Zone Fare and removing streetcar from free rail.

Issues raised: Enforcement was the most urgent issue for this group of South Waterfront neighbors. This neighborhood is in the paid zone, so they saw little impact from the full system fare. Their concern is the price point of the monthly pass. They would like to see some fee in the years between 2013-2015, until the close the loop project is completed.

Central Eastside Industrial Council

October Land Use Meeting

Topics covered: Opening day and expanded service, fare policy, impact to free rail and fare media. Focused discussion on introduction of circulator fare and establishing standard TriMet 2 Zone Fare and removing streetcar from free rail.

Issues raised: Overarching concern is inequity in the system with the free rail in the downtown and a paid zone on the east. Many members saw a benefit to the circulator fare and could imagine employees taking the streetcar to the Lloyds Center or along the alignment. Could reduce traffic on eastside corridor. Many contributed to the LID and are expecting a fare on the entire system. Many are concerned about eastside frequency until the 2015 expansion across the bridge.

ADVOCACY GROUPS

Latino Network

Carmen Rubio, Director

Topics covered: Opening day and expanded service, fare policy, impact to free rail and fare media. Focused discussion on introduction of circulator fare and establishing standard TriMet 2 Zone Fare and removing streetcar from free rail.

Issues raised: New connections for transit and new travel patters. Outreach ideas for the open house. Great interest in having people from the latino community participate in the outreach opportunities.

Asian American Chamber of Commerce

Peter Sabido, President (open house format)

Topics covered: Opening day and expanded service, fare policy, impact to free rail and fare media. Focused discussion on introduction of circulator fare and establishing standard TriMet 2 Zone Fare and removing streetcar from free rail.

Issues raised: Enthusiasm for new line. Concern about the cost of annual passes and the amount of increase. Concern about declining TriMet service.

Hispanic Metropolitan Chamber of Commerce

Mary Ann Potter, Executive Assistant

Topics covered: Opening day and expanded service, fare policy, impact to free rail and fare media. Focused discussion on introduction of circulator fare and establishing standard TriMet 2 Zone Fare and removing streetcar from free rail.

Issues raised: Interest in the free rail zone. Represents businesses throughout the city.

STAKEHOLDERS

OPAL Environmental Justice for Oregon

John Ostar, Co-Director

Topics covered: Opening day and expanded service, fare policy, impact to free rail and fare media. Focused discussion on introduction of circulator fare and establishing standard TriMet 2 Zone Fare and removing streetcar from free rail. Current PBOT budget and TriMet contributions to streetcar. Free Rail Subsidy and impacts to TriMet Budget.

Issues raised: OPAL does not see free rail subsidies as sustainable. Their focus is the TriMet Budget and contributions to streetcar. OPAL is keenly interested in the how the TriMet budget is affected by the City's fare decisions. Very limited concern about the proposed fare. OPAL views streetcar as a premium service that should require a premium fare. OPAL suggests charging as much as practicable for the circulator fare and the streetcar only passes. OPAL proposes that there is limited utility of the TriMet 2 zone fare on streetcar and did not see streetcar as complimenting the TriMet service. However, they said they had no opposition to the fare proposal.

Travel Portland

Veronica Rinard, Community Relations Director

Topics covered: Opening day and expanded service, fare policy, impact to free rail and fare media. Focused discussion on introduction of circulator fare and establishing standard TriMet 2 Zone Fare and removing streetcar from free rail. The continuation of free rail and the city's contributions to the free rail service to the convention center.

Issues raised: Free rail acts as a critical amenity when selling Portland to convention planners. Cities compete nationally for convention business and the cost of transporting conventioners is factored into the overall cost of a convention. Travel Portland sees continuing free rail or subsidizing the cost of transporting conventioners critical to Portland's ability to compete in this market. Focus is primarily on any impacts to MAX.

Portland Streetcar Inc.

October and November Board Meetings

Topics covered: Opening day and expanded service, fare policy, impact to free rail and fare media. Focused discussion on introduction of circulator fare and establishing standard TriMet 2 Zone Fare and removing streetcar from free rail.

Issues raised: Balance of revenue, ridership, efficiency and equity. Reviewed letter from DNA and postponed any action on the matter until after November/December Open houses to hear more from the community at the open houses.

Streetcar Advisory Committee

October and November Board Meetings

Topics covered: Opening day and expanded service, fare policy, impact to free rail and fare media. Focused discussion on introduction of circulator fare and establishing standard TriMet 2 Zone Fare and removing streetcar from free rail.

Issues raised: The SAC was instrumental in the adoption of the circulator fare. The lower cost streetcar fare is seen by the committee as essential to promoting ridership and generating revenue. The committee focused on how to best provide service to the area while balancing revenue, ridership, equity and efficiency. At the November meeting many neighbors from the DNA testified about the impact to their neighborhood and Portland's national reputation for excellent public transportation. Additionally, a South Waterfront neighbor spoke to the need to keep the annual pass cost low for the first three years, until the loop is closed. The circulator fare resonated with the community represented on the committee. There was the consistent view that a fare, as long as it was low, would not negatively impact ridership or revenues. Many spoke to equity and the needs to be accessible to TriMet riders. The need for both sides of the river to be treated similarly was critical to eastside representatives.

Lloyd District TMA

Executive Team and October TMA meeting

Topics covered: Opening day and expanded service, fare policy, impact to free rail and fare media. Focused discussion on introduction of circulator fare and establishing standard TriMet 2 Zone Fare and removing streetcar from free rail.

Issues raised: The Lloyd TMA is very enthusiastic about the new service. The fare policy seemed sound. The need for equity in the fare was critical to the businesses in the area. Important to distinguish the tickets and what periods they are good for. Attention needs to be paid to communicate changes to the public. The Lloyd TMA stressed the need to incentivize ridership and increase distribution points for the pass media. The \$250 monthly pass rate was considered too high. The streetcar continues to incentivize development: the Ashforth Pacific project just sold, as well as the Lloyd Mall. Both are supported by Streetcar.

South Waterfront TMA

October Meeting

Topics covered: Opening day and expanded service, fare policy, impact to free rail and fare media. Focused discussion on introduction of circulator fare and establishing standard TriMet 2 Zone Fare and removing streetcar from free rail.

Issues raised: Enforcement and the cost of annual passes are the most critical issues to residents in the South Waterfront. This area is a pay zone for Streetcar. It is very important to this neighborhood to bridge the years between the opening day and the close the loop for annual pass holders. The neighborhood will not see the benefits of the enhanced service unless they transfer north of Market Street. There is a lot of support for the close the loop project and the need for a fare system wide. The circulator fare, if it is low enough had support.

Portland State University (PSU)

Topics covered: Opening day and expanded service, fare policy, impact to free rail and fare media. Focused discussion on introduction of circulator fare and establishing standard TriMet 2 Zone Fare and removing streetcar from free rail. Important connections to South Waterfront the progress on the Close the Loop project.

Issues raised: PSU is concerned about being removed from the free rail zone. There is concern that PSU, which is served by both MAX and Streetcar will have difficulty distinguishing the services provided to the PSU students. PSU presents some interesting challenges in that the new life sciences building is outside the free rail zone and starting 2012 hundreds of students will need a quick connection between the main campus and the South Waterfront campus. The fact the PSU straddles the free rail boundary is a challenge for communications and enforcement. They support the TriMet two zone fare for trips that require transfers and they are open to a circulator fare. Both must be easy to understand and communicate. PSU would like to see any differences that need to be communicated for example: all day vs. two hour transfers, be eliminated and the media be more uniform.

APPENDIX C

PUBLIC OPEN HOUSES SUMMARY

Streetcar Service and Fare Policy

Public Open Houses

November 30 & December 1, 2011

Summary

This document summarizes feedback received at two open houses for the Streetcar Service and Fare Policy project, as well as feedback received on the project's "virtual" open house. The open houses were components of the project's overall outreach plan, designed to identify issues and concerns associated with changes in streetcar service and fare policy anticipated to take effect in September of 2012. This document is not intended to be a verbatim transcript of feedback received and instead focuses on common themes and ideas presented by the public. All public comment is available for review by contacting the Portland Bureau of Transportation.

The two "live" open houses were held on November 30 and December 1, 2011, from 5:00 p.m. until 7:30 p.m. The first open house was held in downtown Portland at ACE Cleaners, at 403 SW 10th Avenue. ACE Cleaners is located along the existing streetcar alignment within TriMet's Free Rail Zone. The second open house was held in the Architectural Heritage Center in the Central Eastside Industrial District, at 701 SE Grand Avenue. The Architectural Heritage Center is located on the alignment of the eastside streetcar extension, which will be operational in 2012.

Over 58 people attended the open houses, with forty-one (41) submitting questionnaires which were distributed at these events. Attendees were asked to voluntarily identify their gender and ethnicity as they entered the open houses. Of those who submitted this demographic information, 67% were male and 33% were female, with the following ethnic backgrounds: 84% Caucasian, 10% Asian/Pacific Islander, 2% Black/African American, 2% Native American/American Indian/Alaskan Native, and 2% self-identifying as "mixed."

In addition to the open houses, a "virtual open house" was created online, allowing those who could not attend the open houses in person to review project materials and comment on the project. Thirty-five (35) individuals submitted comments on the project electronically, and the Downtown Neighborhood Association also submitted electronic comments but as a group. Demographic information on those who submitted electronic comments is not available.

Purpose of Open Houses

The purpose of the meetings was to share information on proposed streetcar service and fare policy changes and gather feedback from those who use, or potentially would use, the streetcar system. Bureau of Transportation staff intend to use the feedback to refine the fare policy recommendation as well as potentially modify service improvements. Consistent with federal policy, the Bureau of Transportation specifically sought feedback on the potential for the service or fare policy changes to have a discriminatory or otherwise negative impact on any community.

Meeting notification

The Portland Bureau of Transportation used a variety of means to solicit participation in the “live” and virtual open houses, including distribution of printed and electronic notices. A total of 1,957 postcard invitations were mailed providing notice of the live open houses. The postcard mailing list was primarily comprised of Portland Streetcar Inc.'s "Full Loop" mailing list (1,850). The mailing list also included housing within TriMet's Free Rail Zone, social service agencies, Central City Concern properties and other interest groups and property owners and/or managers.

An email invitation went out for both the live and virtual open houses to 923 email addresses on the Bureau of Transportation's list of interested parties. In addition, email invitations were sent to project area neighborhood associations - Portland Downtown N.A., Pearl District N.A., South Portland N.A., Northwest District Association, HAND, Buckman Community Association and the Lloyd District Community Association for posting on their websites and email distribution to their interest groups. Notice was posted on the main page of the Portland Streetcar website (www.portlandstreetcar.org), and was distributed on several occasions via Twitter and Facebook. Several blogs (Bike Portland, AROW, Portland Transport, and Portland Afoot) posted about the events on their sites. The events were also noticed on the City of Portland Office of Neighborhood Involvement events calendar.

Community Input

The open house questionnaire solicited three types of information from open house attendees:

- How they currently use the streetcar system
- Demographic information
- Feedback on the proposed service and fare policy changes

Questions about the use of the streetcar system and demographics were largely closed-ended. Questions on service and fare policy changes were in an open-ended format, emphasizing qualitative over quantitative feedback.

The majority of those completing the questionnaires use the streetcar frequently to reach “recreation, cultural, and dining” and “shopping” destinations. Surveys were completed by people who live both inside and outside the existing and future service areas. More than half the respondents reported that the existing streetcar service area prevented them from using the streetcar more frequently and that TriMet's Free Rail Zone was a common method they used to access the system. While there was general support for proposed improvements in streetcar service, there was no consensus on how to pay for such improvements. Respondents were particularly divided over whether to support or oppose removing streetcar from TriMet's Free Rail Zone. More detailed feedback is described below.

Responses to Questions about Use of the Streetcar System

More than 65% of those completing the questionnaire reported that they used the streetcar at least weekly, and of those riders, they averaged between 4 and 5 streetcar trips a week. A similar number of respondents reported they walked to destinations within the existing streetcar service area at least once a week. Roughly one-half of all respondents reported they rode light rail and TriMet's bus system within the existing streetcar service area at least once a week, with a smaller number – approximately one-third of respondents – reporting weekly bicycle or auto

trips in the area. Approximately one-quarter of respondents reported they usually transferred to or from light rail or a bus during their streetcar trip.

Regarding the purpose of streetcar trips, on a monthly basis, more than 75% of respondents identified using streetcar to reach “recreation, cultural, and dining” destinations, the highest rate for any destination type. “Shopping” (56%); “personal business” (46%); and “medical, dental, legal, or other professional appointment or social service” (39%) were the next most commonly cited destination types. Less than a quarter of respondents reported using streetcar to visit “friends and relatives” or to reach “school” or “work” on a monthly basis.

Respondents were asked what prevented them from using streetcar for more of their trips, and more than half (58%) reported that the streetcar’s service area was the most significant limitation. The speed of the streetcar (29%) and the frequency of service (20%) were mentioned less often, and only 7% listed cost as a factor.

Over half (56%) of respondents mentioned TriMet’s Free Rail Zone as one of the most common methods they use to pay for streetcar trips, with two-thirds mentioning the use of a ticket or pass (TriMet or Streetcar). 17% of respondents identified honored tickets or passes as common means of accessing the streetcar.

Responses to Questions about Demographics

In addition to requesting demographic information upon entry to the open houses, demographic questions were included in the questionnaire. Over 90% of questionnaire respondents identified their race, which was predominantly Caucasian/white, one attended identified as Asian/Pacific Islander and one reporting “other.” Almost three-quarter of respondents identified their income level, with 10% reporting they earned less than \$20,000, roughly 13% reporting earning between \$20,000 and \$39,999, 40% earning between \$40,000 and \$59,999, and roughly 37% earning \$60,000 or more. Respondents reported they did not require assistance when using transit. Most respondents did not provide a mailing address or otherwise indicate their neighborhood of residence.

Responses to Questions about Service and Fare Policy

In addition to responses submitted by completing the questionnaire, the feedback discussed below includes comments provided electronically to the Bureau of Transportation.

Feedback on Proposed Service Changes

Feedback on proposed service changes was largely positive, with respondents most often making favorable remarks about increased streetcar frequency downtown and access to the east side of the river. Although most often within the context of overall support for the service improvements, Respondents had a wide range of ideas for additional improvements, including the following, with each idea being submitted by one to a small number of individuals:

- Improving information on streetcar service, including:
 - iPhone app with arrival information
 - On-street signage, especially to make clear the connection between the east and west streetcar alignments in 2012
 - Improving the accuracy in estimated arrival time information displayed at streetcar platforms
- Extending service hours later into the evening

- Increasing the frequency of service for the eastside alignment in 2012
- Providing covered bike parking at stations
- Decreasing conflicts between streetcar tracks and bicycle usage
- Extending the eastside streetcar alignment to PSU

Feedback on Proposed Fare Policy

Feedback on proposed fare policy changes was mixed. In addition to those expressing strong support and strong opposition to elements of the proposal, were those who supported the program generally but had some concern, and those who generally opposed the fare changes but identified ways of at least partially alleviating their concerns.

Removal of streetcar from TriMet's Free Rail Zone and support for the circulator fare were the policies most often commented on by supporters of the fare policy changes. Roughly 17% of respondents supported creating a single fare zone for the streetcar, mostly identifying "fairness" as the reason for their position. In addition, commenters stated that creating a single fare zone coupled with increased enforcement would:

- Keep people from using the streetcar as shelter instead of as a means of transit
- Reduce fare evasion
- Increase revenue

A single fare zone was also cited as a means of eliminating confusion for infrequent riders.

Approximately 17% of respondents also made favorable comments on the circulator fare, with a few of the respondents specifically conditioning their support for the circulator fare on a \$1.00 fare. A \$1.00 fare was seen as being the best way to keep the streetcar accessible to low-income riders and/or seniors, ensuring an easy to understand fare system, and to keep riders from having to use change.

The element of the policy that received the most support, removal of streetcar from TriMet's Free Rail Zone, is also the policy that received the most opposition. Roughly 28% of respondents expressed concern about removing the streetcar from TriMet's Free Rail Zone, for a variety of reasons, including that it will:

- Discourage shopping trips along the alignment
- Increase traffic congestion and increase parking demand as people decrease transit use
- Reduce streetcar ridership generally, including a reduction in paying customers
- Confuse the occasional user who is not familiar with the difference between light rail and the streetcar
- Price the streetcar above people's ability to afford it
- Take away one purpose of the streetcar – the short trip

The second most commonly cited concern regarding the fare policy was the increase in the cost of the annual streetcar pass – from \$100 to \$250 dollars – with 14% commenters expressing concern or opposition to the increase.

In addition to comments for and against the fare policy, a variety of ideas were proposed regarding the fare system, including:

- Fare kiosks at stations – including support based on the perception that it is difficult for those who use wheelchairs to use onboard ticket machines while train is moving and/or to reach the machines when the train is crowded

- Funding streetcar operations through other mechanisms, such as property taxes, a hotel/motel room surcharge, bicycle registration, advertising on the streetcar, and parking meter revenue
- Charging for streetcar travel based on travel distance – greater fee for greater distance. Included the concept of eastside and westside only fares
- Increasing the allowable time a TriMet transfer can be used on the streetcar
- Adjusting prices of streetcar tickets up and passes down to encourage purchase of passes
- Providing a streetcar free rail zone on the eastside for a few years, to encourage development on the east side
- Creating a debit card system for streetcar rides, including a card that requires no “swiping” (i.e., electronic fare collection)
- Charging \$1 for every ride – no transfers – in order to ease confusion over payment

Feedback on how service and fare policy changes will impact respondent’s streetcar usage

Most questionnaire respondents did not state whether their use of streetcar would increase, decrease or stay the same in 2012 with the proposed service and fare policy changes. Of those who did comment, however, approximately 18% reported that their personal use of streetcar would increase in 2012. The most commonly cited reasons included:

- New access to inner eastside destinations
- Increased frequency of service in downtown
- New connection between respondents’ homes and places of business

Slightly fewer respondents (approximately 15%) indicated their use of streetcar was unlikely to change in 2012, for reasons including:

- They are not currently frequent streetcar users, and the proposed changes in service and fare are not beneficial enough to result in a change to that mode
- A reduction in use of streetcar in TriMet’s Free Rail Zone balancing out increased use of streetcar to reach eastside destinations
- Streetcar as a mode of travel will not significantly benefit the respondent until the full loop is complete in 2015

Approximately 8% of respondents reported they would be less likely to use streetcar in 2012, based primarily on the creation of a single fare zone and/or the increased cost of the streetcar annual pass. As a result, a number of respondents stated that they would likely walk to some destinations instead of using streetcar. As discussed below, respondents were more likely to express concern that others in the community would no longer be able to afford to ride the streetcar (see discussion below).

Feedback on how service and fare policy changes would negatively impact communities, and how such impacts could be addressed

Although sometimes described in different terms, the communities identified as being negatively affected by the proposed fare policy were people with disabilities, students, low-income individuals, senior citizens, or some combination of these groups. Approximately 35% of

respondents identified one or more of these groups as potentially negatively impacted by the fare proposal – raising the concern that these populations would either no longer be able to afford to use the streetcar or that increased costs would result in financial hardship.

Ideas for off-setting these impacts included:

- Creating a “family ticket” that would allow several riders to make a trip together at a reduced rate
- Providing a lower fare for college students
- Creating a lower streetcar and TriMet fare for K-12 students to encourage transit use by school groups
- Creating a streetcar “honored citizen” annual pass for \$100 or providing some other subsidy for this population
- Creating a low income pass or fare, potentially distributed by social service agencies
- Gradually increasing streetcar fare over time

Respondents identified that veterans housing is being built in South Waterfront, increasing the population of low-income people who would benefit from reduced or free fares.

Additional Information

This document is a summary of comments heard and collected at the event. All the individual written comments from the questionnaires and those submitted electronically can be viewed on the following websites:

Comments Submitted at the Westside Open House:

<http://www.portlandonline.com/transportation/index.cfm?c=35953&a=382155>

Comments Submitted at the Eastside Open House:

<http://www.portlandonline.com/transportation/index.cfm?c=35953&a=382154>

Comments Submitted Electronically:

<http://www.portlandonline.com/transportation/index.cfm?c=35953&a=382153>