

**MINUTES  
STARTRAN ADVISORY BOARD MEETING  
StarTran Conference Room  
April 28, 2016**

Members Present: Mike DeKalb, Jason Hellbusch, Betsy Bergman, Don Herz, Linda Carter

Members Absent: Janet Goodman-Banks, Jenni Lesoing-Lucs

Staff Present: Mike Davis, Mike Weston, Glenn Knust, Brian Praeuner, Suzanne Ideus, Kitty Elliott, Connie Thoreson, Charlie Schroeder

**I. REGULAR BOARD MEETING**

Chairman DeKalb opened the meeting, noting the Open Meetings Act and Patron Conduct Notice posted on the north wall.

Board Members and StarTran staff introduced themselves as did new Board Member Betsy Bergman. Ms. Bergman is a Project Specialist for Region V Systems.

**A. Patrons to be Heard**

Richard Schmeling mentioned he received a response from StarTran staff and now understands “stop-over” transfers. Mr. Schmeling also encouraged the Board to make a motion for review of the new TDP routes as introduced by City Council Chair Trent Fellers. Mr. Schmeling also suggested a change to the proposed West “A” Route.

Chairman DeKalb thanked Mr. Schmeling for his input and proposals.

**B. Review/Action Items**

- **March 31, 2016 StarTran Advisory Board Meeting Minutes** – A motion for approval was made by Don Herz for the 3/31/16 StarTran Advisory Board meeting minutes, as submitted, and seconded by Linda Carter. The 3/31/16 StarTran Advisory Board Minutes were approved 4-0. (DeKalb, Hellbusch, Carter, and Herz all voted “aye”.)

**C. Operations Report**

Kitty Elliott reviewed current marketing items:

- Nebraska Transit Week beginning April 11<sup>th</sup> resulted in 45 additional riders taking advantage of the 'two for the price of one' on Monday, 27 bike & bus riders rode for free on Tuesday, 75 seniors rode for free on Wednesday, 300 individually wrapped cookies were distributed to riders on Thursday, and 14 riders participated in 'throw in the key and ride for free' promotion on Friday. Along with these Nebraska Transit Week promotions, StarTran staff were appreciated with sweet rolls and donuts on Thursday.
- Stuff the Bus was successful in collecting \$35,000 worth of goods for Friendship Home and \$4,000 in cash. This was the 17<sup>th</sup> year StarTran has participated in this event. The Supermarket Sweep was a fun event held at the south Sam's in which teams competed and filled pallets with merchandise to be stuffed in the bus for Friendship Home.

Mike Davis noted road calls are down from March 2015 to March 2016. Ridership is down 4% (comparing this March with March of last year) due in part to lower fuel prices.

**D. OTHER BUSINESS**

- Title VI Policies were reviewed per attached by Brian Praeuner. Changes and updates were made to these policies which will require Board approval and eventually City Council approval. Public input will be received at the May 26, 2016 meeting. The Operations Committee met, reviewed and recommend the changes in the attachment. Title VI policies would be based against the 2010 census data and it was noted our ridership surveys show some substantial shifts but are not comparable for that report. The entire Board concurred with the changes and are in favor of receiving public input at the May meeting before they vote on them. A public notice will be placed in the Journal Star and on the StarTran website informing the public of the opportunity for input.
- Mike Weston reviewed minor changes (attached) to the TDP routes that will go into effect October, 2016, noting changes were mainly due to maneuverability of the bus. It was noted that the changes were determined from actual driving of the routes and with input from bus operators. The Operations Committee met to review these changes and recommend they be implemented. The entire Board concurred. Mr. Weston agreed to investigate the West 'A' route per Mr. Schmeling's suggestion. There was also mention of bus stop signs indicating times the buses will be at those stops.

- In addressing Mr. Schmeling's proposal to review TDP routes, Mike Davis quoted the City Council March 14, 2016 resolution as follows *"Be it further resolved that the StarTran Advisory Board, the Mayor, and the City Council shall review the Transit Development Plan (TDP) Final Report from time to time for possible modification based upon community changes, such as ridership patterns, including changes in demand from traditionally underserved constituents, new data, technology, major employers, land used, economic conditions, and/or changes in transit funding. As warranted, the StarTran Advisory Board and the Mayor will recommend to the City Council proposed modifications to the TDP final report and its related funding and Implementation Strategies."* Mr. Davis also noted the LMC 2.38.090 which states the *"StarTran Advisory Board shall annually review an evaluation of the transit performance standards and service goals described in the current TDP. Upon completion of each annual review, the Board shall forward its recommendation, if any, to the Director of Public Works and Utilities, who shall forward the recommendations to the Mayor and City Council as appropriate."*

The TDP routes will be reviewed utilizing the March 14, 2016 Resolution and LMC as guidance and as is currently being done. StarTran will be analyzing and gathering data daily on all routes including making sure bus stops are in the right places. Routes will be analyzed as a whole to determine the effect of any changes on the entire system. Any blatant changes will be made as soon as determined, however the plan is to let the routes stay in place for a couple of years to let the public get used to them and establish ridership.

Monthly updates on the routes will be brought to the Board, noting there will be no obvious year to year comparisons by route, since the routes will be new. Everything will be tracked and reported back to the Board

#### **F. Patrons to be Heard**

Richard Schmeling noted the Edgewood Super Saver does not sell bus passes. Ms. Elliott reminded everyone that the outlet listing is on the StarTran website, or customers may call our office for a listing. Some stores choose not to sell StarTran passes. CFIT contributed an article about StarTran services which was published in the ATU national periodical. Lastly Mr. Schmeling requested that interlined routes be split when reporting ridership.

#### **E. Adjournment**

The meeting was adjourned.

The next meeting is scheduled for May 26, 2016, 8:00 a.m. in StarTran Conference Room.

## MEMO

Date: April 21, 2016  
To: StarTran Advisory Board  
From: Brian Praeuner, StarTran  
Re: Title VI Policies

On April 8, 2016 StarTran staff presented Title VI policies to the StarTran Operations Committee that will require public participation and action by the Lincoln City Council. Provided is a background of the Title VI policies and the Operations Committee actions.

### 1. Title VI Requirement:

The grantee must ensure that no person shall, on the grounds of race, color, or national origin, be excluded from participating in, or be denied the benefits of, or be subject to discrimination under any program or activity receiving Federal financial assistance without regard to whether specific projects or services are federally funded. The grantee must ensure that federally supported transit services and related benefits are distributed in an equitable manner.

Effective October 1, 2012 Title VI regulations were revised to include additional requirements for service policies and evaluating service and fare changes. The requirements including developing written disparate impact policy and disproportionate burden policy to be part of the recipient's Title VI program. These requirements only applied to those transit providers that operate 50 or more fixed route vehicles in peak service and are located in an area of 200,000 or more population. In October 1, 2012 StarTran operated less than 50 vehicles in peak service therefore these requirements did not apply.

Currently, StarTran's service has grown slightly such that we do meet this threshold and therefore must comply with these requirements.

Before conducting any analysis the proposed service or fare change must meet or exceed the recipient's major service or fare change policy.

A. StarTran currently has policies in place that address this requirement as follows:

Major Service Reduction Policy:

*A major service reduction is defined as 25% or greater non-seasoned reduction of vehicle revenue hours on either a route or systemwide basis. The StarTran Advisory Board may, however, conduct a public hearing on a non-major service reduction if special circumstances are deemed to exist.*

Note: this policy will need to be changed to include reduction *or addition*

Major Fare Change Policy:

*A major fare change is defined as 25% or greater of fare structure.*

*Note: this policy will need to be changed to state any change in fare*

B. Proposed Changes:

*Proposed Major Service Change Policy:*

*A major service reduction **change** is defined as 25% or greater non-seasoned **addition or reduction of vehicle revenue hours, miles or passengers** on either a route or systemwide basis. The StarTran Advisory Board may, however, conduct a public hearing on a non-major service reduction **change** if special circumstances are deemed to exist.*

*Proposed Fare Change Policy*

*A major fare change is made when there is a change in any cash fare or in the cost of any passes, tickets, transfers, or other means by which transit riders pay for their trips.*

## **2. Disparate Impact and Disproportionate Burden Policy**

Under the FTA Title VI guidelines, transit providers are required to establish their own thresholds to determine when disparate impacts and disproportionate burdens exist as a result of a major service change or fare change.

### 1). Disparate Impact Policy

“Disparate impact” refers to a facially neutral policy or practices that disproportionately impacts members of a group identified by race, color, or national origin.

The transit provider shall develop a policy for measuring disparate impacts. The policy shall establish a threshold for determining when adverse effects of service changes are borne disproportionately by minority populations. The disparate impact threshold defines statistically significant disparity and may be presented as a statistical percentage of impacts borne by minority populations compared to impacts borne by non-minority populations.

The disparate impact threshold must be applied uniformly, regardless of mode, and cannot be altered until the next Title VI Program submission.

### 2). Disproportionate Burden Policy

“Disproportionate burden” refers to a neutral policy or practice that disproportionately impacts low-income populations compared to non-low-income populations.

The transit provider shall develop a policy for measuring disproportionate burdens on low-income populations. The policy shall establish a threshold for determining when adverse effects of service changes are borne disproportionately by low-income populations. The disproportionate burden threshold defines statistically significant disparity and may be presented as a statistical percentage of impacts borne by low-income populations as compared to impacts borne by non-low-income populations. The disproportionate burden threshold must be applied uniformly, regardless of mode.

In other words these policies involve the comparison between the proportion of the protected class population in the area to be affected, and the proportion of the protected class population in the StarTran service area. Essentially, if the affected area has significantly more minority and low-income populations as compared to the StarTran service area, then the service/fare change may constitute disparate impact and/or pose disproportionate burden.

### **3. Operations Committee Review and Action**

At the Operations Committee StarTran staff proposed the following policies:

#### **A. Disparate Impact Policy:**

In accordance with Federal Transit Administration (FTA) regulations, should the impact of any major service change require a minority population to bear adverse effects greater than 20% than those adverse effects borne by the non-minority population, that impact will be considered disparate impact.

#### **B. Disproportionate Burden Policy**

In accordance with FTA regulations, should the impact of any major service change require low-income populations to bear adverse effects greater than 20% than those adverse effects borne by the rest of the population, that impact will be considered disproportionate burden.

Operations Committee Review:

StarTran staff described the process for determining these policies and the Operations Committee based their decision on two factors:

- The poverty and minority information used to calculate the 20% was described in two ways, census data and on-board survey data. The Operations Committee agreed that using census data was a more reliable source than using on-board survey data. The on-board survey data also did not accurately capture income status of bus riders.
- A peer review showed that many transit agencies had policies at the 20% range.

Operations Committee Action:

The Operations committee agreed to move forward with Disparate Impact Policy of 20% and the Disproportionate Burden Policy of 20%.

### **4. Service or Fare Equity Analysis**

The FTA also requires agencies to prepare and submit service or fare equity analyses for all proposed fare changes.

Transit providers shall evaluate, prior to implementation, any and all service changes that exceed the transit provider's major service change threshold, as well as all fare changes, to determine whether those changes will have a discriminatory impact based on race, color, or national origin. This evaluation and results of the service and/or fare analysis shall be included in the transit provider's Title VI Program.

The purpose of conducting service and fare equity analyses prior to implementing service and/or fare changes is to determine whether the planned changes will have a disparate impact on the basis of race, color, or national origin.

The typical measure of disparate impact involves a comparison between the proportion of persons in the protected class who are adversely affected by the service or fare change and the proportion of persons not in the protected class who are adversely affected. The comparison population for a statistical measure of disparate impact is all persons who are either affected by the service or fare changes or who could possibly be affected by the service or fare change (e.g., potential passengers).

FTA requires transit providers to evaluate proposed service and fare changes to determine whether low-income populations will bear a disproportionate burden of the changes.

If the service equity analysis shows that there is a disparate impact the transit provider must take action to minimize or mitigate the disparate impact. An example of minimizing would be realigning a bus route to an impacted area. An example of mitigation would be expanding demand response service in an impacted area.

Upon completion of a service or fare equity analysis, the transit provider shall brief its board of directors, top executive, or appropriate governing entity or official(s) responsible for policy decisions regarding the service and/or fare change(s) and the equity impacts of the service and/or fare change(s). The transit provider shall submit documentation such as a board resolution, copy of meeting minutes, or similar documentation with the Title VI Program as evidence of the board or governing entity or official's consideration, awareness, and approval of the analysis.

Next Steps:

1. Public comment on Title VI Service policies at the May Advisory Board meeting.

FTA requires transit providers to engage the public in the decision making process to develop the Major Change Policy, Disparate Impact Policy and Disproportionate Burden Policy.

Once public comment is received then the Board would take action on these policies.

2. StarTran evaluate service changes resultant from TDP

Based on service polices recommended by the StarTran Advisory Board StarTran will conduct the equity analysis and present findings at the June Advisory Board meeting.

3. Title VI Service policies and equity analysis sent to City Council in July. Title VI polices are to be reviewed and acted up by City Council and the service equity analysis is an update of results to the City Council.

STARTRAN SERVICE/FARE CHANGE PROPOSAL  
MEMORANDUM

To: StarTran Advisory Board  
 From: Mike Weston  
 Date: April 6, 2016  
 Subject: TDP Operational Route Adjustments

ROUTE	TDP PROPOSED	CHANGE
#13	O St between 10 <sup>th</sup> & 11 <sup>th</sup>	P St between 10 <sup>th</sup> & 11 <sup>th</sup>
Justification: Difficult turn onto O St from 10 <sup>th</sup> St – Will add an additional stop downtown		
#41	O St between 9 <sup>th</sup> & 11 <sup>th</sup>	P St between 9 <sup>th</sup> & 11 <sup>th</sup> St
Justification: Difficult turn onto O St from 9 <sup>th</sup> St – P St will add an additional stop downtown		
#49	St. Paul between 48 <sup>th</sup> & 47 <sup>th</sup>	Madison between 48 <sup>th</sup> & 47 <sup>th</sup>
Justification: Difficult turn inbound only onto St Paul Ave (no vision of traffic on St. Paul)		
#52	Adams St between 11 <sup>th</sup> & 9 <sup>th</sup>	Garber between 11 <sup>th</sup> & 9 <sup>th</sup>
Justification: Difficult turn in & out bound on Adams from 11 <sup>th</sup> St.		
#52	W Dawes between N 1 <sup>st</sup> & N 4 <sup>th</sup> St	W Belmont between N 1 <sup>st</sup> & N 4 <sup>th</sup> St
Justification: W Dawes dead ends at N 4 <sup>th</sup> St and a difficult jog to continue on W Dawes is required, this is extremely tight and almost impossible in a bus		
#56	N St between 11 <sup>th</sup> & 9 <sup>th</sup>	L St between 11 <sup>th</sup> & 9 <sup>th</sup>
Justification: Outbound #56 bus stop is on the 11 <sup>th</sup> St side of Golds, turning onto N from 11 <sup>th</sup> will be very confusing to passengers. Less traffic congestion on L St		
#56	O St between 10 <sup>th</sup> & 11 <sup>th</sup>	P St between 10 <sup>th</sup> & 11 <sup>th</sup>
Justification: Difficult turn onto O St from 10 <sup>th</sup> – P St will add an additional stop downtown		