

# Warm Springs Title VI Equity Analysis

## Executive Summary

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Prepared for BART by



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### Introduction

The San Francisco Bay Area Rapid Transit District (BART) operates and maintains 104 miles of track and 44 stations, serving an average of 360,000 passenger trips every weekday in the counties of San Francisco, Alameda, Contra Costa, and San Mateo. In connection with implementation of BART's Warm Springs Extension, a 5.4-mile line south of the Fremont BART station into the Warm Springs District of Fremont, BART commissioned Nelson/Nygaard to evaluate whether the Warm Springs Extension's proposed service changes would adversely impact minority and low-income riders to a higher degree than non-minority and non-low-income riders, in accordance with Federal Transit Administration (FTA) Title VI guidance.

### Summary of Findings

This Equity Analysis found that the Warm Springs Extension will not adversely impact transit service for minority and low-income riders. In fact, travel time and cost savings are equivalent for all populations — minority, non-minority, low-income, and non-low-income. This Analysis also found that the Warm Springs Extension will bring BART closer to a greater number of minority and low-income populations than the current Fremont Station. The number of low-income residents in the study area within 10 miles of a BART station will almost double, and the number of minority residents within 10 miles will increase by more than 60,000 residents. Accordingly, minority and low-income populations will enjoy equal, if not slightly greater, benefits from the Warm Springs Extension than non-minority and non-low income populations, and no disproportionately high and adverse impacts have been identified for any population.

### Study Area Demographics

The Analysis focused on a study area comprised of 52 census tracts in southern Alameda County and northern Santa Clara County, primarily to the south of the proposed Warm Springs BART Station. Within this study area, 75% of residents are classified as minority and 20% are classified as low income. As shown in Figure 1, all but five of the 52 census tracts are identified as minority tracts (at least 52.7% of the population identified as non-white, non-Hispanic); Figure 2 shows 21 of the 52 tracts are identified as low income for purposes of this analysis (21.6% of population incomes are at or below 200% of the poverty level). The methodology for conducting this evaluation was consistent with that of previous BART equity analyses and with FTA guidance.

## Environmental Justice

In the process of analyzing data and preparing this Equity Analysis, BART evaluated the Warm Springs Extension Final Environmental Impact Statement (EIS) (2006) in light of new Federal guidance on Environmental Justice and Title VI. FTA's October 4, 2006 Record of Decision (ROD) for the Warm Springs Extension found that the project "would not result in disproportionately high and adverse human health or environmental effects on minority or low-income population groups," based upon the analysis contained in the EIS, prepared prior to FTA's 2007 Title VI Guidelines. This review found that each of the key elements from the 2007 FTA Guidelines had essentially been addressed in the 2006 EIS. The present review additionally evaluated the impacts of project construction and operation within the project corridor (1/2 mile of the alignment between the Fremont Station and the Warm Springs Station). The EIS documented seven (7) adverse environmental effects in the corridor that would remain after implementation of identified mitigation measures. In each case, further mitigation is infeasible. Because the extension is located in and predominantly benefits minority communities, minority communities necessarily experience all seven impacts. With respect to low-income communities, the unavoidable impacts types are either experienced throughout the corridor or are experienced in localized areas affecting both predominantly low-income and non-low-income communities. Mitigation measures identified in the EIS to be utilized in the low-income areas are the same as those to be utilized in the non-low-income areas traversed by the project. For example, thirty-eight (38) mitigation measures were identified to address impacts along the corridor that impact both low-income and non-low-income communities. Mitigation measures identified to be utilized in the minority areas affected by the project are comparable to those offered to non-minority populations affected by other BART projects.

## Public Outreach

BART held two community meetings — at the Warm Springs Community Center in Fremont and at the Milpitas Community Center — in April 2011 to solicit input from low-income, minority and limited-English proficient (LEP) populations in the Warm Springs Equity Analysis study area. A total of 94 participants attended the two meetings.

In advance of the meetings, BART contacted community-based organizations, mailed flyers, and placed multilingual meeting notices in community newspapers, including the Milpitas Post, Fremont Bulletin, Tri-City Voice, India West, Vision Hispana, SF Kyocharo News, Chinese World Journal, and Vietnam Daily News. BART also posted multilingual notices on the agency website. All meeting flyers, agendas, and surveys were translated into Spanish, Chinese, Vietnamese and Korean and, upon request were also available in Tagalog, Farsi and Hindi.

BART distributed a printed survey, available in translation, to participants at both meetings, on VTA buses serving the Fremont BART Station, and on BART trains departing the Fremont BART Station. A total of 1,346 surveys were completed and analyzed.

Public input was summarized and provided direction for BART in preparing this Title VI Equity Analysis.

## Evaluations

Several different evaluation efforts were completed as part of the Equity Analysis.

### Impacts on Travel Time and Cost

For purposes of this evaluation, three BART destinations were selected — Lake Merritt, Embarcadero, and Berkeley — based on findings from survey respondents who listed these stations as their top destinations. The analysis found that with the Warm Springs BART Station in service, all populations would experience savings in travel time and cost.

As shown in Figures ES-3 and ES-4, for home-based trips made via the Warm Springs BART Station, minority and low-income populations will experience a decrease in travel time and travel cost to destinations throughout the BART system. Low-income and minority residents traveling to BART destinations via the proposed Warm Springs BART Station terminus instead of the existing Fremont Station will experience a range of travel time savings between 2.52 and 2.98 minutes and cost savings between \$1.61 and \$1.66. Minority populations may experience a slightly greater benefit in travel time and cost savings (by 1%) than non-minority populations. And, low-income populations may experience slightly fewer benefits in travel time savings (by 1%) but an equal share of benefits for travel costs when compared to non-low-income populations.

### Impacts on Access

The access evaluation found that the extension of BART service south of its current terminus at Fremont will reduce the distance from home to the BART system for all populations in the study area, including low-income and minority populations: a greater proportion of residents in the southern Alameda County and Santa Clara County study area will have a BART station within a shorter distance of their home than they do now. Currently about 17,500 low-income residents in the study area are within 10 miles of the nearest BART station (Fremont); with Warm Springs, that number would increase to 30,800 low-income residents. The population of minority residents in the study area within 10 miles of a BART station would increase from 91,400 to 159,100.

### Impacts on Service Levels

The evaluation considered existing and future bus service in the Warm Springs Extension corridor. BART service between Fremont and Warm Springs will be faster, and will operate later and more often than AC Transit bus service, providing an advantage for all residents of the study area, including minority and low-income residents looking for improved travel speeds and schedule adherence between the two points. Parallel bus services would continue to operate in the corridor, providing access in predominantly minority census tracts to locations between the Warm Springs and Fremont BART Stations.

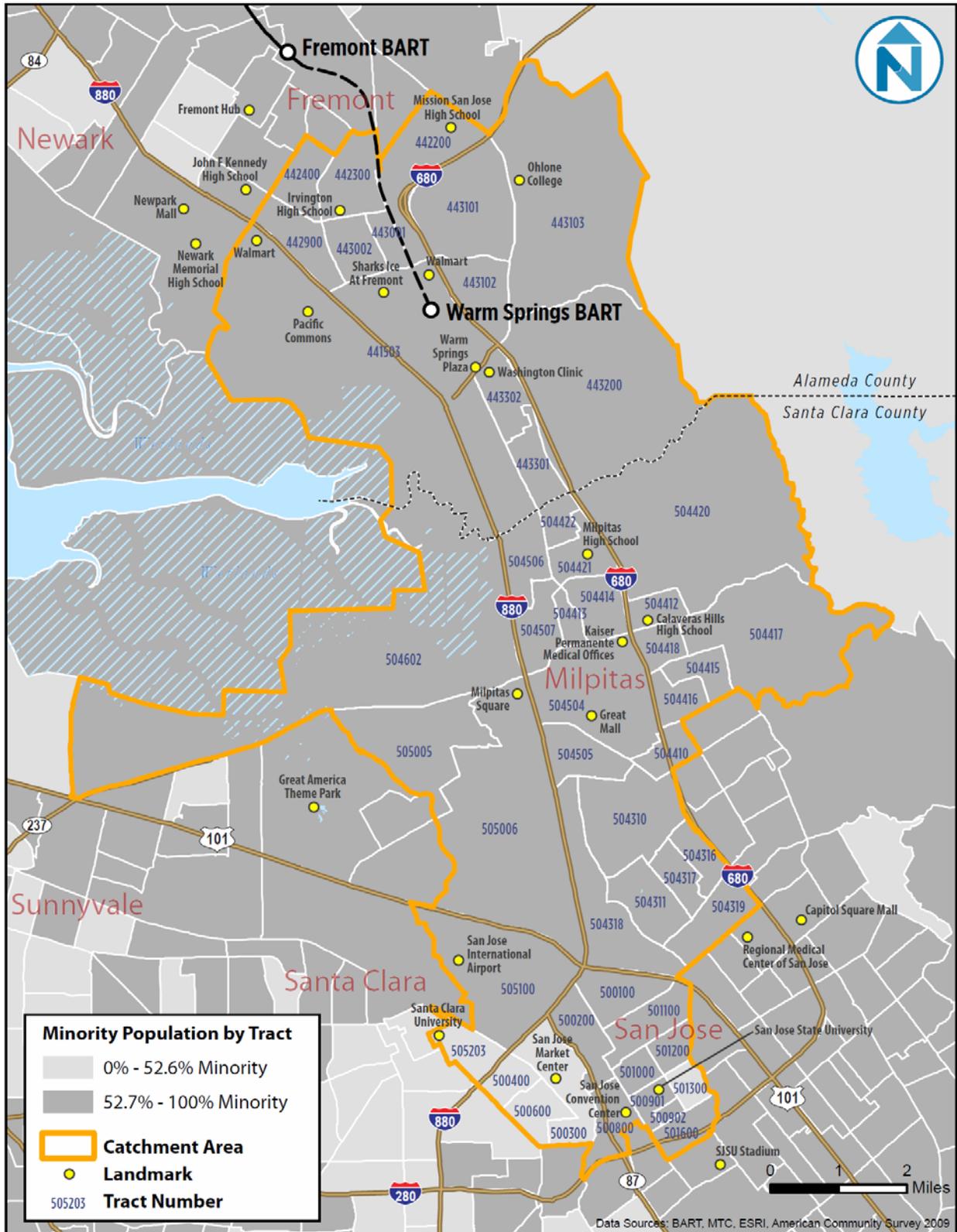
# BART Warm Springs Title VI Equity Analysis

## Attachments for Executive Summary

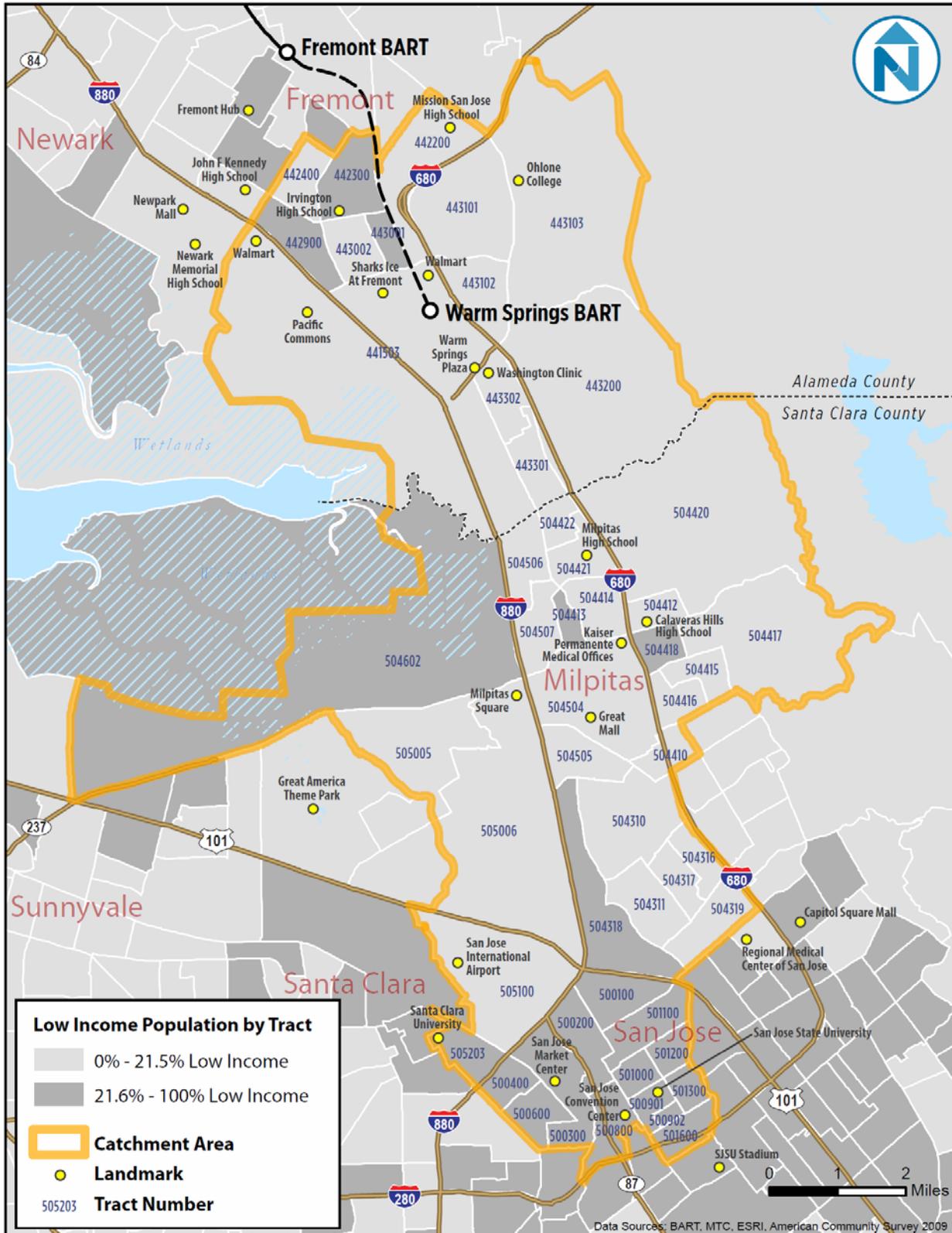
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- Figure 1 Warm Springs Study Area: Minority Income Tracts
- Figure 2 Warm Springs Study Area: Low-Income Tracts
- Figure 3 Impacts on Travel Time Evaluation
- Figure 4 Impacts on Travel Cost Evaluation

**Figure 1 Warm Springs Study Area: Minority Income Tracts**  
*Minority Income Tracts are Shaded Dark Gray*



**Figure 2 Warm Springs Study Area: Low-Income Tracts**  
*Low-Income Tracts are Shaded Dark Gray*



**Figure 3 Impacts on Travel Time Evaluation**  
*Times shown in minutes*

	<b>Existing via Fremont</b>	<b>Future via Warm Springs</b>	<b>Raw Difference</b>	<b>Percent Difference</b>	<b>Difference in % Change Between Protected and Non-Protected Group</b>
<b>Travel Time to Lake Merritt (all modes)</b>					
Study Area	60.08	57.25	(2.83)	-5%	
Low Income	62.37	59.85	(2.52)	-4%	1%
Non Low Income	59.49	56.58	(2.91)	-5%	
Minority	60.24	57.26	(2.98)	-5%	-1%
Non Minority	59.59	57.22	(2.37)	-4%	
<b>Travel Time to Embarcadero (all modes)</b>					
Study Area	73.08	70.25	(2.83)	-4%	
Low Income	75.37	72.85	(2.52)	-3%	1%
Non Low Income	72.49	69.58	(2.91)	-4%	
Minority	73.24	70.26	(2.98)	-4%	-1%
Non Minority	72.59	70.22	(2.37)	-3%	
<b>Travel Time to Berkeley (all modes)</b>					
Study Area	74.08	71.25	(2.83)	-4%	
Low Income	76.37	73.85	(2.52)	-3%	1%
Non Low Income	73.49	70.58	(2.91)	-4%	
Minority	74.24	71.26	(2.98)	-4%	-1%
Non Minority	73.59	71.22	(2.37)	-3%	

**Figure 4 Travel Cost Evaluation**

	<b>Existing via Fremont</b>	<b>Future via Warm Springs</b>	<b>Difference</b>	<b>Percent Difference</b>	<b>Difference in % Change Between Protected and Non-Protected Group</b>
<b>Travel Cost to Lake Merritt (all modes)</b>					
Study Area	\$10.98	\$9.40	(\$1.58)	-14%	
Low Income	\$11.86	\$10.20	(\$1.66)	-14%	0%
Non Low Income	\$10.75	\$9.20	(\$1.55)	-14%	
Minority	\$10.97	\$9.36	(\$1.61)	-15%	-1%
Non Minority	\$11.00	\$9.53	(\$1.47)	-13%	
<b>Travel Cost to Embarcadero (all modes)</b>					
Study Area	\$12.63	\$11.05	(\$1.58)	-12%	
Low Income	\$13.51	\$11.85	(\$1.66)	-12%	0%
Non Low Income	\$12.40	\$10.85	(\$1.55)	-13%	
Minority	\$12.62	\$11.01	(\$1.61)	-13%	-1%
Non Minority	\$12.65	\$11.18	(\$1.47)	-12%	
<b>Travel Cost to Berkeley (all modes)</b>					
Study Area	\$11.28	\$9.70	(\$1.58)	-14%	
Low Income	\$12.16	\$10.50	(\$1.66)	-14%	0%
Non Low Income	\$11.05	\$9.50	(\$1.55)	-14%	
Minority	\$11.27	\$9.66	(\$1.61)	-14%	-1%
Non Minority	\$11.30	\$9.83	(\$1.47)	-13%	