



5 Year Equity Plan

February 2023



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2023 Indego Equity Plan

Executive Summary

Indego is the City of Philadelphia’s bike share program. The system carries nearly 4,000 trips per day in peak season and is increasingly an integral part of Philadelphia’s public transportation network. Since its launch in 2015, Indego has rapidly grown to 200 stations and 2,000 bikes serving Center City and adjacent neighborhoods in North, South, and West Philadelphia.

Bike share services are often mistakenly perceived as niche services primarily utilized by tourists or delegated for recreational use. In Philadelphia, the reality is quite the opposite; bike share represents a vital, affordable transportation option providing equitable connections to places of work, education, and essential services including healthcare, businesses, and government services. Bike share is particularly beneficial in addressing barriers to access and opportunity for BIPOC (Black, Indigenous, People of Color), and other communities continually facing barriers as a result of historic and present inequities. For vulnerable populations, including seniors and youth, these effects are compounded. From the very beginning, Indego has aimed to address these injustices by investing in equitable service in the existing service area and by expanding the service area in a way that serves the needs of people who are BIPOC and/or facing economic challenges.

Indego was designed with equity (and more specifically, social equity), as a core value from its conception. Indego has a unique structure with two core partners, the City of Philadelphia, and the Indego system operator, Bicycle Transit Systems, and has received valued support from many collaborating organizations throughout its existence. Strong public-private partnership (PPP) between city and operator has been crucial to Indego’s success, including its success in expanding equitable access. Indego is recognized as a national leader in the areas of bike share equity and community engagement, and its work with the Better Bike Share Partnership has led to the development of new equity-focused strategies that are being replicated across the United States.

A successful bike share program depends on funding, safe and comfortable infrastructure that encourages bike riding, and support from community members. These elements reinforce each other and provide crucial pillars for the foundation of a successful bike share program, as a result they are reflected in the goals of the 2023 Indego Equity Plan and each of the Indego partners continued commitment to equity.

Indego equity goals

1. **Indego will improve transportation access for all people, with particular attention to people who are BIPOC and people facing economic challenges.**
 2. **Indego’s pricing structure will make the system financially accessible to people with economic challenges.**
 3. **Indego will reduce non-financial barriers to ridership and barriers to entry, especially in underserved communities and among all eligible age groups, including seniors 62+ and youth 14 – 21.**
 4. **Indego will continue to prioritize community partnerships and relationships so that marginalized communities have the ability to influence decisions related to Indego in a way that addresses their needs and concerns.**
 5. **Indego’s workforce, including its managing team at both BTS and OTIS, will include demographic diversity and diverse perspectives and experiences.**
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The 2023 Indego Equity Plan is a five-year plan intended to establish a path for Philadelphia’s Indego bike share program to continue to grow and operate in an equitable manner. Through the implementation of this plan, Indego will continually strive to be an equitable bike share system that increases access to affordable mobility options for people regardless of their race, ethnicity, income, gender, age, sexual orientation, primary language, immigration status, or other markers of social identity. As an equitable bike share program, Indego will continue to be planned and operated in a way that centers communities, including marginalized communities, allowing them to influence decisions and voice their needs and concerns.

This plan builds on substantial previous work to envision, launch, and expand the Indego system in an equitable way. As the Indego system continues to grow and evolve, cultivating a shared culture of equity will remain a constant. The Indego team understands that fostering equity is an ongoing effort and is a process rather than a destination. Through the steps and processes outlined in this document, Indego will continue to work towards increasing representation, building a stronger culture of inclusion, and using an equity lens to examine organizational and programmatic initiatives. This will ultimately create a bike share program that represents, includes, and benefits the community it serves and where all kinds of people feel that bike share is for them.

1

Introduction

A successful bike share program depends on funding and infrastructure that encourages bike riding and support from community members. From the very beginning, a strong public-private partnership (PPP) between the city and operator has been crucial to Indego’s success. Through the development and publication of the Indego Equity Plan, the City and Bicycle Transit Systems have established a guiding framework to provide focus and accountability for the public-private partnership as it advances Indego’s equity work.

1.1 About the 2023 Indego Equity Plan

Fostering equity is an ongoing process rather than a destination. As the Indego system continues to grow and the responsibilities of system partners evolve, it is important to cultivate a shared culture of equity. The City of Philadelphia’s Office of Transportation, Infrastructure, and Sustainability (OTIS) commissioned this Equity Plan, in partnership with Bicycle Transit Systems, to communicate Indego’s equity principles and establish measurable performance targets and accountability systems to guide performance over the next five years. Through implementing this plan, Indego will continue to work towards increasing representation, building a stronger culture of inclusion, and using an equity lens to examine organizational and programmatic initiatives.

The 2023 Indego Equity Plan is a five-year plan intended to establish a path for Philadelphia’s Indego bike share program to continue to grow and operate in an equitable manner. At its most basic level, equity is about being just and fair; in an equitable society, all individuals would be able to achieve their full potential in life, regardless of race, ethnicity, or the community in which they live. Transportation equity means investing in transportation infrastructure and access to ensure that all people can affordably connect to opportunities, including education and employment, and can fully participate in their communities and the economy. This plan builds on substantial previous work to envision, launch, and expand the Indego system in an equitable way.

It’s important to highlight three foundational requirements that must be in place in order for the goals of the Equity Plan to be achieved:

Financial Sustainability	Indego’s ability to continue to meet transportation needs and serve Philadelphians and visitors depends on its financial sustainability.
Bike-Supportive Infrastructure	For biking to be accessible to people of different ages, genders, physical abilities, and ridership skills, among others, bike infrastructure that is safe and comfortable must be available.
Community Partnership and Trust	A successful bike share program depends on support from community members, which means that the program can only move at the speed of trust and must be anchored in community engagement and partnership.

The 2023 Indego Equity Plan does not provide comprehensive strategies to solve for these three foundational factors, but each of the specific goals laid out in the following chapters directly interacts with them as further described in Section 3 of this document.



1.2 Background

Indego is the City of Philadelphia’s bike share program. Since its launch in 2015, Indego has rapidly grown to more than 200 stations from Center City and adjacent neighborhoods in North, South, and West Philadelphia. The system carries nearly 4,000 trips per day in peak season and is increasingly an integral part of Philadelphia’s public transportation network.

Bike share in Philadelphia has been designed as an affordable transportation option for people to meet their travel needs to work, schools, and essential services such as health care, food stores, and government services. Bike share also provides a useful connection to public transit, extending the transit service area and helping people reach essential destinations and access economic opportunities. This is especially important for those who cannot or choose not to drive or have limited access to transit due to availability and frequency of transit services.

A unique feature of Indego is the collaborative partnership that supports its strategic direction, operations, and programming. Two partners form the core: Bicycle Transit Systems, Inc. (BTS) and the City of Philadelphia’s Office of Transportation, Infrastructure, and Sustainability (OTIS). There are several additional collaborators whose work also contributes to the success of Indego, including Independence Blue Cross, the program’s title sponsor as well as Indego Community Ambassadors, the Better Bike Share Partnership, philanthropic foundations, and the Bicycle Coalition of Greater Philadelphia.

This report focuses on the way Indego partners work together to build transportation equity. In this document, when we say “Indego” without qualification, we mean the staff and other individuals who work regularly on the bike share program, including staff from the City of Philadelphia, Bicycle Transit Systems, Community Ambassadors, Bicycle Coalition, etc.



Photo Credit: Jasmine Alston

Core Partners

City of Philadelphia’s Office of Transportation, Infrastructure, and Sustainability (OTIS):

The City of Philadelphia provided the initial investment which launched the Indego program and is the owner of the majority of Indego bicycles and stations. OTIS is responsible for various aspects of Indego including: overseeing strategic development of Indego; managing the concessionaire contract with Bicycle Transit Systems (BTS) to operate and expand the system; managing Indego’s supportive educational programming; seeking grant funding; assisting community engagement and outreach efforts; and serving as the main connection between the program and other City departments.

Within OTIS, the Office of Complete Streets (OCS) group is responsible for planning and implementing road safety and bike lane projects that make safe and comfortable places to ride. OCS and the Indego-focused staff within OTIS work

closely to coordinate outreach around program expansion as well as road infrastructure projects.

Bicycle Transit Systems (BTS):

Bicycle Transit Systems is a Philadelphia-based company that has been responsible for building and operating the Indego bike share program since its inception. In 2020, the City awarded BTS a ten-year concessionaire contract to continue operating the Indego bike share system through 2030. BTS manages all operational elements of Indego, including bike and station maintenance, marketing, and customer service. Under the current concessionaire contract BTS is also the financial lead, responsible for funding Indego’s operation and expansion and holding all financial risk. BTS Staff are responsible for all manner of technical and logistical elements of the Indego system expansion. OTIS and BTS share responsibility for outreach to key stakeholders in this process.

Additional Partners

Indego is supported by both local and national partnerships who collaborate to help Indego carry out its mission and to better understand equitable program implementation.

Better Bike Share Partnership (BBSP):

The Better Bike Share Partnership (BBSP) is a collaborative partnership to increase access to and use of shared micromobility systems in low-income and BIPOC communities. BBSP was founded by the City of Philadelphia in 2014 in advance of the launch of Indego. The partners include The

City of Philadelphia, the National Association of City Transportation Officials (NACTO) and the PeopleForBikes Foundation. The City of Philadelphia’s work with BBSP has helped highlight inequities and develop effective strategies to address them for the whole micromobility field.



The initial Better Bike Share Partnership work focused on understanding the barriers to the use of bike share in low-income and BIPOC communities, developing and disseminating strategies to address those barriers, collecting data to assess change, and working to institutionalize successful approaches. BBSP currently includes Philadelphia and four additional Living Lab cities that showcase lessons learned and best practices for addressing key barriers to access and use of shared micromobility in low-income and BIPOC communities.

As the initial BBSP Living Lab city, Philadelphia leads the industry by piloting, expanding, replicating, or scaling strategies and tactics related to a specific issue or barrier. As an example, Philadelphia and the Indego system was the first to create a Community Ambassador program and develop the resources to grow and sustain it. Through BBSP those best practices and resources have been shared widely and have since been replicated in dozens of other bike share and shared micromobility systems across the country and around the world.

Bicycle Coalition of Greater Philadelphia (BCGP):

The Bicycle Coalition is the local bicycle and pedestrian advocacy organization with an integral connection to the Indego program. BCGP was the leading advocate organization that lobbied for and supported the work of launching Indego in 2015. BCGP has remained a strong local partner; as a member of the Better Bike Share Partnership it has been a deeply involved in the educational and programming opportunities provided by Indego.

BCGP delivers bike safety education classes and group rides including Urban Riding Basics classes, Adult Learn-to-Rides classes, Beginner-friendly Rides, and Featured Group Rides. Rides, classes, and toolkits are offered in both English and Spanish and are provided in partnership with community stakeholders to make sure our education programming is connecting to and meeting the needs of underserved communities throughout the city.

Indego Community Ambassadors:

Since the inception of the program, Indego has recruited individuals and representatives of non-profit community organizations to share the word about Indego and to help ingrain the program in neighborhoods across Philadelphia. Through their work, Indego Community Ambassadors have made a tremendous difference in connecting communities with bike share services and programs. Ambassadors share information about Indego (e.g., how it works, how to sign-up) in a variety of ways, help to build partnerships with community organizations, and support bicycle safety educational opportunities with Indego. They organize group rides, help plan safety classes, participate in festivals and community forums, and serve as the Indego voice for their community.

Community Ambassadors are compensated for their time and expertise as they support Indego. Over the years, many Community Ambassadors have served as informal advisers to the Indego program—providing critical feedback and insight to program management at OTIS and BTS.

Funders

Corporate sponsors and philanthropic foundations have played a crucial role in supporting Indego’s success, especially in relation to equity.

Independence Blue Cross (Independence):

Independence has been the title sponsor of Indego since its launch in 2015 and recently announced a sponsorship renewal through 2030. Independence Blue Cross’ sponsorship is a critical element of the financial stability for the Indego program, supporting operation of Indego and the system’s ongoing expansion. Independence’s role as a supporter of community health aligns closely with the Indego program’s goals for transportation equity.

The JPB Foundation:

The JPB Foundation has been the lead funder for the Better Bike Share Partnership, and in 2014 provided the seed funding for both the initial equity work in Philadelphia as well as the national partnership for dissemination of best practices through BBSP. The JPB Foundation grant funding has been used to conduct critical research prior to launch of program, install stations in underserved neighborhoods, develop a cash payment option, create a discounted pass program, and implement marketing, education and outreach programs,

and provide grants to local community-based organizations focused on meeting the needs of BIPOC communities and people with economic constraints. Continued funding from the JPB Foundation has supported the growth of the Better Bike Share Partnership to include dozens of programs and organizations across the country.

The William Penn Foundation:

The William Penn Foundation has provided vital funding for the planning, development, and growth of the Indego program. Over the course of ten years and multiple grants, The William Penn Foundation has provided funding for the initial feasibility study for bike share in Philadelphia, a significant expansion of the program to connect underserved communities with parks and waterways, and significant support for marketing, community engagement and education. The William Penn Foundation has also provided significant funding to other regional projects such as the Circuit Trails network—a regional trail network that provides safe, connected places to walk and bike throughout the Greater Philadelphia region.



2

Charting the Future: The Vision for Equitable Bike share

Philadelphia’s bike share partners possess a common vision for a successful equity-based bike share program, a vision that is consistent with the CONNECT Vision Statement, the City’s Vision Zero goals, and the Indego Mission Statement. This vision guides Indego’s partners as they build, expand, and operate the Indego system and its supporting programs. Within the vision are core equity values that shape program choices. The vision is expansive and includes aspects that are not within the sole control of the Indego program. It paints a picture of the future we are working towards and will require action from multiple entities. This Equity Plan identifies goals and measurable performance targets to operationalize this vision.

2.1 Indego Vision for 2030

The following vision statement is shared by the Indego partners based on their core values and aspirations.

In 2030 there are more bike share stations in more communities connecting people to important resources and places: healthy food options, jobs, schools, parks, and libraries. The footprint of the bike share system includes more neighborhoods with high percentages of BIPOC and people facing economic challenges. Indego continues to be financially sustainable separate from City funding, allowing City funding to address other needs. Public opinion about the bike share program is positive. All kinds of people feel like the bike share program is for them and benefits their communities.*

Throughout the city, more streets and trails make people feel comfortable walking and biking, and there are more designated bike lanes. Indego has partnered with the City and other community organizations to construct more safe places to cycle, and shares lessons learned about effective, equitable outreach and engagement with communities. There is reduced car use and increased biking, the High Injury Network has reduced injuries and fatalities, drivers are more willing to share the road with bikes, and people are more active and healthier.

* BIPOC stands for Black, Indigenous, and People of Color. For more explanation of the term, see The Difference Between ‘BIPOC’ and ‘POC’ Matters—Here’s Why. <https://www.healthline.com/health/bipoc-meaning>



Photo Credit: Darren Burton

2.2 Related Mission and Goals

The Indego Vision is the basis for the Indego Mission and is closely related with other shared program visions of the City of Philadelphia.

Indego Mission Statement

The following mission statement was developed during the 2018 Indego Business Plan development. It remains relevant here as it clearly describes the overall goal of Indego as a program while the additional equity-focused goals of this plan outline the intent and practices the mission in an equitable way.

Indego's mission is to provide bike share as a high quality, reliable, affordable, flexible, and healthy transportation option that gives the user access to the City and our diverse communities.

CONNECT Vision Statement

CONNECT is the City of Philadelphia's Strategic Transportation Plan. CONNECT is informed by insights from data analysis and civic engagement that highlight the transportation opportunities and challenges that Philadelphia faces. The Indego 2030 Vision aligns with and is captured in the vision from CONNECT.

A transportation system that benefits everyone. It is a system that is safe, affordable, accessible, and reliable at moving Philadelphians, visitors, and commerce so neighborhoods thrive, people are healthy, and the economy grows.



Photo Credit: Delaware River Waterfront Corporation Staff



Philadelphia's Vision Zero Goals for Traffic Safety

Vision Zero is a strategy to eliminate all traffic-related deaths and severe injuries, while increasing safety, health, and mobility for all. The City of Philadelphia followed hundreds of other cities in adopting its first Vision Zero plan in 2017. Using a Vision Zero lens, we recognize that the more often people can shift from driving to taking transit, walking, or biking, is safer for everyone and can improve the health of a city. In addition, a safe system preemptively promotes the safest and healthiest options for people to get around such as taking transit, walking, or biking.

The City of Philadelphia's Vision Zero Action Plan 2025 embraces a framework of safe speeds, safe streets, safe people, safe vehicles, and safety data, to acknowledge that people are not perfect, and make mistakes, but when they do our safety systems should be in place to prevent traffic-related deaths. As with Indego, the City's Vision Zero program applies an equity lens to its approach.

Goals:

- Save lives by reducing the number of severe traffic crashes on Philadelphia streets
- Improve the overall performance of the street system, and prioritize those using our streets who are the most vulnerable
- Ensure equitable traffic safety investments in neighborhoods needing them most
- Reduce Philadelphians' risk for developing chronic diseases by promoting active transportation
- Shift trips from motorized to active modes of transportation to reduce congestion, improve air quality, and improve health



2.3 Understanding Equity

Building an equitable organization requires establishing a shared vocabulary around equity, race, and social inequality. This section of the Equity Plan establishes a definition of bike share equity. At its most basic level, equity is about being just and fair while considering the structural and systemic dimensions to justice and fairness. In an equitable society, all people would be able to achieve their full potential in life, regardless of race, ethnicity or the community in which they live.

Indego adopts the following definition of bike share equity:

An equitable bike share system is one that increases access to affordable mobility options for people regardless of their race, ethnicity, income, gender, age, sexual orientation, primary language, immigration status, or other markers of social identity. As an equitable bike share program, Indego is planned and operated so that people from marginalized communities have the ability to influence decisions in a way that addresses their needs and concerns.

Throughout this report, when the term equity is applied to Indego’s work, we are referring to the definition above.



Photo Credits this page: Darren Burton

3

Equity Goals, Performance Targets, and Implementation Actions

Establishing clear goals and using data to evaluate inequities, outcome gaps, and progress towards improvements is an important part of building an equity culture and supporting continuous dialogue about equity work. This section of the Equity Plan explains Indego's equity goals, quantitative performance targets, and additional implementation actions. The section ends with a summary of how we will evaluate progress on each goal, listing relevant quantitative measures and implementation actions associated with each goal. Indego has a strong foundation and track record in making progress on many of these goals. Section 6 presents data related to Indego's historical equity performance.

3.1 Foundations

The 2023 Indego Equity Plan is a road map for how the core partners can implement the program in an equitable way. However, there are elements of the Indego Vision described in the prior section that are outside the scope of the program but will fundamentally affect its success. For the purpose of this Plan, we will be highlighting three major factors as 'pillars'; they are foundations upon which the specific Indego Equity Plan goals are built.

Indego's Financial Sustainability

Indego is operated without subsidy from the City operating budget. Indego's ability to continue to meet transportation needs and serve Philadelphians and visitors depends on its financial sustainability. A financially viable Indego allows for greater investment and reinvestment in the program over time making more stations, more bikes and e-bikes, and more community engagement possible. A system that is not financially viable may cease to exist, eliminating the positive benefits of bike share to Philadelphia and its communities. Financial viability is required for Indego to support equity over time.

Development of Bike-Supportive Infrastructure

For biking to be accessible to people of different ages, genders, physical abilities, and ridership skills, among others, bike infrastructure that is safe and comfortable must be available along the entire route. Past transportation investments have resulted in inequitable outcomes, particularly in neighborhoods with high percentages of people who are BIPOC and economically challenged. Numerous reports, including those from the Federal Highway Administration (FHWA) highlight a lack of safe spaces to ride as a key equity issue. The City of Philadelphia must continue to add biking infrastructure as reflected in the CONNECT Plan and the Vision Zero Action Plan and coordinate these efforts with the Indego program expansion wherever possible.

Community Partnership and Trust

Transportation planning has a scarred history of marginalization, segregation, and disinvestment that has separated people and places, rather than connected them. The impacts of these past decisions have typically fallen most heavily on communities that could benefit most from connections to opportunity and a healthier environment. A successful bike share program depends on funding, infrastructure that encourages bike riding, and support from community members, which means that the program can only move at the speed of trust and must be anchored in engagement and partnership. Indego will continue to plan with communities and work to undo some of the scars left by prior infrastructure.

These foundational factors are largely outside of the scope of this plan, but directly impact the success of Indego in achieving its goals for equity. The above factors are also strongly interrelated with each other, and with the goals laid out here. For example, sufficient revenue is required to fund not only the operating needs of the program, but also the outreach and engagement that is required to build community partnerships and trust. Conversely, a lack of community partnership and trust can result in a slower expansion of the Indego program, as well as slower improvements to bike-supportive infrastructure such as bike lanes, trails, etc. With fewer bikes on the ground, and fewer comfortable places to ride, Indego would see lower ridership, and reduced revenue in turn.

A successful bike share program depends on adequate funding, infrastructure that encourages bike riding, and support from community members, which means that even when there is funding and infrastructure ready, the program can only move at the speed of trust and must be anchored in engagement and partnership. Indego will continue to plan with communities and work to undo some of the scars left by prior infrastructure projects.



Photo Credit : Darren Burton



Photo Credit: Rashiid Marcell

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I am very proud of the Indego team for their amazing work on the system expansion. Special thank you to our community partners for taking the time to work with us on identifying great locations for Indego stations that serve the community's needs.

— Waffiyyah Murray, Office of Transportation, Infrastructure, and Sustainability, Indego Program Manager

“

Indego's equity-centered approach has had a deep impact on OTIS and has set the standard for how we engage and collaborate with community members.

— Michael Carroll, City of Philadelphia, Deputy Managing Director for Transportation, Infrastructure, and Sustainability



Photo Credit: Darren Burton

3.2 Goals

The equity goals listed here serve as the basis for performance targets and the related metrics. Through inclusion of these goals in the plan, we are incorporating work that is ongoing as well as identifying new practices.

These goals reflect the three foundational pillars of the program listed above. They are numbered for easy reference, but the numbering does not indicate a ranking of priority.

Goal 1

Indego will improve transportation access for all people, with particular attention to BIPOC and people with economic challenges.

Since the inception of this country, race and financial status have presented persistent barriers to reliable transportation access. Indego is committed to serving people in Philadelphia equitably and working to correct past injustices, both through equitable service in the existing network and expanding the network in a way that addresses the needs of BIPOC, as well as those facing economic challenges.

To fully realize this goal, the demographics of the bike share system must reflect the demographics of the city as a whole. This means carefully considering census information when expanding the bike share system.* Another approach Indego will use to achieve greater equity is the continued addition of e-bikes to its fleet. A research study of Indego concluded that integration of e-bikes increased usage in disadvantaged areas, and therefore concluded that adding e-bikes promotes equitable use of Indego.**

* See figures in section 3.5 for additional detail
** Caspi, O. (2022). Equity implications of electric bikesharing in Philadelphia. GeoJournal, 1-59

Goal 2

Indego will establish community partnerships and relationships so that marginalized communities have the ability to influence decisions in a way that addresses their needs and concerns.

Indego will continue to provide a pricing structure that includes discounted passes that are affordable and accessible for those with economic challenges. The Federal Highway Administration (FHWA) has identified discounted fare structures as an essential equity measure for bike share and shared micro-mobility services. Indego’s Access Pass provides discounted pass options for people who are Pennsylvania ACCESS cardholders.* Indego was the first bike share program nationwide to create an integrated, seamless, low-cost option for people to select the Access Pass at signup.

* Pennsylvania residents who receive cash assistance, supplemental nutrition assistance (SNAP), or medical benefits are issued a Pennsylvania ACCESS card.

Goal 3

Indego will reduce non-financial barriers to ridership and barriers to entry, especially in underserved communities and among all eligible age groups, including seniors 65+ and youth 14–21.

Indego recognizes that young people and seniors contribute to their families and communities yet often experience obstacles to affordable and equitable transportation. Non-financial barriers to involvement in the Indego system may include underdeveloped or insufficient biking skills, communication methods, technology access, digital literacy, and payment systems. Within the limits of the system’s minimum age requirement (14 years old) and physical health conditions, Indego will work to support increased access for youth and seniors.

Goal 4

Indego’s pricing structure will make the system financially accessible to people with economic challenges.

Respectful community engagement and mutual dialogue are cornerstones of building an equitable bike share system. There is no singular way to experience any issue, therefore, considering various voices and perspectives is necessary to make equitable change. Indego will strive to center the voices of those most affected and listen as people speak for their own causes. There is no singular way to experience any particular issue, and considering various voices and perspectives is necessary to make equitable change.

Goal 5

Indego’s workforce, including its managing team, will include demographic diversity and diverse perspectives and experiences.

To create an environment with more equitable and effective decision-making, the City is committed to providing an inclusive environment with equal rights and opportunities for all workers, regardless of race, gender, age, ethnicity, physical ability, sexual orientation, religious beliefs, and identity. The City recognizes that including diverse perspectives has potential to create better outcomes and approaches to problem solving, and creates a productive and effective system. Equal rights and opportunity access means that workers at all levels have the necessary resources and support to carry out their work effectively, have pathways for upward mobility (regardless of identity or background), and are given a seat at the table in decision making.



3.3 Equity Performance Metrics

Performance indicators measure implementation actions at the program level and that are expected to contribute to results. We have chosen to focus on output indicators in this section because they are directly measurable and can be used to infer success at achieving the goals laid out in the previous section. The section below explains Indego’s quantitative output indicators and targets for each indicator.



Photo Credit: Rashiid Marcel

Metric 1

As the system expands, Indego’s service area more closely reflects the socioeconomic composition of Philadelphia.

How we calculate this measure:

The service area at the conclusion of each year of expansion will be compared to the socioeconomic composition of both the system before expansion and the entirety of Philadelphia. This is done at the neighborhood level and aggregated up from demographic data reported at the block group level in the 2020 5-year American Community Survey. Each time Indego expands into a new neighborhood, that neighborhood’s socioeconomic information will be added to the service area model and compared with the demographics of the system prior to entering the new area. Progress will be measured as the demographic make up of each year’s service area trends towards the demographics of Philadelphia as a whole. This comparison, including the estimated service area at the conclusion of 2022, is presented in Figure 1: Demographics of Census Tracts with Indego Stations on page 49

Why this measure is important:

This performance metric helps measure how well Indego is providing access equitably for all people, with particular attention to BIPOC people and people with economic challenges (Goal #1).

How we set our numerical goal:

The Indego team created a five-year plan for system expansion, balancing multiple needs and concerns, including operational feasibility, capital investment requirements, projected revenue, community interest, and race and income demographics of potential expansion areas.

Metric 2

15% or more of all passholders are Access Pass holders.

How we calculate this measure:

We divide the total number of Indego 30-Day and Indego Annual pass holders with the number of Indego Access Pass holders to calculate the percentage. The Indego Access Pass is the primary discounted membership available to Indego users. It is available to anyone who receives supplemental assistance such as SNAP or Medicaid benefits through the Pennsylvania Access program.*

Why this measure is important:

This is an important indicator of how useful Indego is to people experiencing economic hardship. This metric helps the team see how the number of Access Pass holders is growing or shrinking in relation to all passholders as the system continues to grow. Growing the percentage of Access Pass holders is one metric to assess whether or not the system and its operations and programming is meeting the needs of people with economic challenges.

How we set our numerical goal:

15% has been the historical benchmark for this metric for the system with fewer than 200 stations serving a variety of BIPOC and economically disadvantaged communities. At the time of publication the Indego system has grown to 200 stations total. As the system more than doubles in size over the next 5 years, we want to be able to sustain or exceed this benchmark.

* Pennsylvania residents who receive cash assistance, supplemental nutrition assistance (SNAP), or medical benefits are issued a Pennsylvania ACCESS card.

Metric 3

15% or more of all trips are taken by Access Pass holders.

How we calculate this measure:

We divide the number of trips taken by Indego Access Pass holders by the total number of trips using Indego to reach a percentage.

Why this measure is important:

This metric helps the team see how the number of trips taken by Access Pass holders is growing or shrinking in relation to all trips as the system continues to grow. Growing the percentage of trips taken by Access Pass holders is one metric to assess whether or not the system and its operations and programming is meeting the needs of people with economic challenges.

How we set our numerical goal:

15% has been the historical benchmark for this metric on a system of less than 200 stations serving economically disadvantaged communities. As the system more than doubles in the next few years, we want to be able to sustain or exceed this benchmark.

3.4 Key Activities to Build Bike Share Equity

The output indicators listed above in Section 3.2 are simple measurements that can show the results of multiple inputs or activities at once. Additionally, not every desirable action is easily quantifiable or easily tracked back to one of Indego’s core performance metrics. However, without taking many of the steps listed in this section, the overall goals would be unachievable.

Additional Implementation Actions

The list below includes those activities or steps that are necessary to achieve Indego’s vision. Each of these actions is associated with one or more of Indego’s overarching goals.

Establish an Equity Team

The Indego Equity Team will consist of core staff including the OTIS Indego Program Manager and the BTS Indego General Manager along with other select staff at each organization. The Indego Equity Team will meet quarterly to review progress on the equity plan, including:

- Data reporting quantitative performance measures
- Status of goals with qualitative measures
- Next steps in working towards the goals

The Indego Equity Team is the central group responsible for the implementation of the Equity Plan. Quarterly meetings of the team keep focus on equity goals. The team is tasked with analyzing key data related to equity performance and prioritizing actions needed to shift course if necessary. The team is also responsible for implementing the additional actions that do not have specific quantitative performance targets and prioritizing the allocation of resources to these actions.

Supports Goals 1, 2, 3, 4, 5

Programs to Support Riders

Indego will run programs that encourage and support new riders in order to reduce barriers to ridership and barriers to entry, especially in underserved communities and among all eligible age groups. Current programs include rides, classes, mini-grants, and community ambassadors, among others. Program content, locations, and marketing will be designed to reach BIPOC, people with economic challenges, people who speak English as a second language, people who are new bike riders, people who are ages 14-21 or 62+, and other people who may face additional barriers to ridership. The success of these rides and classes depends on collaborating with willing and interested community partners, so the specific constellation of equity issues addressed each quarter will shift based on those partnership opportunities. The key task for the Equity Team is to collect data on equity markers related to these programs, examine the synthesis and trends over time, and identify partners to engage proactively to balance the reach of these programs.

Supports Goals 3, 4



Photo Credit: Jasmine Alston



Photo Credit: Darren Burton

Conduct Focus Groups

Indego will conduct periodic focus groups to evaluate public attitudes about the program. The specific focus of each focus group will vary and will seek feedback about program accessibility, affordability, rides, classes, and other supporting programs as well as attitudes about existing community relationships and the station siting engagement process.

Supports Goals 1, 2, 3, 4

Review Station Utilization Process

The Indego Equity Team will review its procedures on evaluating station utilization in equity focus areas within the system. This will include best practice research from peer cities and other bike share programs and collaboration within the Better Bike Share Partnership network, the North American Bikeshare and Scootershare Association (NABSA) and other researchers or leaders.

Supports Goals 1, 2, 3

Optimize Station Locations

Indego will analyze its ridership and station utilization data to optimize station locations and to target marketing and supportive program efforts to areas of need. Station location is not the only important factor in accessibility for people who are BIPOC or who have economic challenges. Many of the destinations that people want to reach, such as government services, jobs, and the central library, are located in census tracts with low percentages of who are BIPOC or who have economic challenges. When evaluating the effectiveness of individual station locations, Indego will analyze the total number of trips and the proportion of trips by Access Passholders.

Supports Goals 1, 2, 3

Balanced Fleet of Classic & E-bikes

Indego will continue to add e-bikes to the fleet, while maintaining a core fleet of classic bikes. E-bikes have proven to be highly desirable in equity-target communities. They are valued

by new or returning riders and by users who have longer distances to travel to reach their destination. Indego will always include a core fleet of classic bikes that do not include per-minute fees that could reduce affordability for riders.

Supports Goals 1, 3

Reduce Payment Barriers

Indego will continue to investigate payment issues for people who do not have access to traditional banking and credit card services. Research questions include understanding the size of this population in Philadelphia, to the extent that data can be found; using focus groups or surveys to understand to what degree lack of payment options is a barrier for potential Indego riders; and, investigating payments options and accessible ways to implement a program that is sustainable and meets the needs for people lacking access to banking or credit cards.

Supports Goal 2

Study Intersectionality & Bike Share

Indego will examine data that is disaggregated by relevant markers of social identity to improve its ability to understand how different factors such as age, income, race, gender, etc. affect attitudes and utilization of the system, our programs, and educational offerings. Priority markers for disaggregated data analysis include race, income, and age. Depending on the issue for data analysis and availability of data, additional markers of interest may include gender identity/expression, housing status, sexual orientation, health status, immigration status, national origin, and religion. Topics for data analysis may include data related to station locations, ridership, and supportive programs such as rides and classes.

Supports Goals 1, 2, 3, 4, 5

Plan Expansion for Success

When planning locations for station expansion, Indego will consider multiple factors that influence



Photo Credit: Darren Burton



Photo Credit: Jasmine Alston

the success and acceptance of bike share at a specific location. Those factors include:

- Operational viability
- Population and employment within quarter mile of a bike share station
- Connections to subway, trolley, high frequency bus line, or regional rail station
- Census tract demographics for race and income
- Presence of physical infrastructure supportive of bike riding
- Connections to transit deserts, food deserts, and recreation deserts
- Feedback of community stakeholders regarding the specifics of each station location

Supports Goals 1, 3, 4

Build Community Relationships

Indego will continue programs to build and support equitable relationships with community members and organizations. Effective community engagement facilitates equitable system expansion and supports extending the availability of bicycle

infrastructure. Current programs include free bike safety group rides and classes, Community Ambassadors, and the Mini-Grant program. The Indego Equity Team will monitor these programs, evaluate how well they meet the program's needs, and discuss potential changes or improvements.

Supports Goals 1, 4

Hire Equitably

Indego core partners will continue to use tools that support equitable hiring and contracting processes. The City of Philadelphia examines job qualifications for potential bias, shares job openings with community partners and community publications, uses cultural and gender inclusive language in job announcements, considers lived experience and connection to the community in the review of qualifications, and includes diverse staff in the resume review and interview process. Bicycle Transit Systems has implemented a diverse slate process and tracker that is used for all hiring. The diverse slate criteria require that hiring managers interview at least one

non-male candidate and one BIPOC candidate and they cannot be the same candidate. BTS's goal is to maintain a high level of compliance with this process. If hiring managers cannot meet the criteria, they are required to inform Human Resources. Human Resources maintains a diverse slate tracking tool, which quantifies BTS's compliance with this process

Supports Goal 5

Operate Sustainably

BTS will operate the Indego system without subsidy from the City of Philadelphia's operating budget, while meeting expansion targets and continuing to provide quality service.

Supports Goals 1, 2



Photo Credit: Indego Staff

3.5 Evaluating Progress on Equity Goals

The Indego Equity Team has primary responsibility for ongoing evaluation of Indego’s work towards achieving the equity goals. The table below shows how the Equity Team will use both the quantitative performance targets and additional implementation actions to track Indego’s progress towards equity. Since performance targets and implementation actions may be associated with more than one goal, each target and action may appear multiple times.

Goal 1

Indego will improve transportation access for all people, with particular attention to BIPOC and people with economic challenges.

Quantitative Performance Targets

- As the system expands, Indego’s service area more closely reflects the socioeconomic composition of Philadelphia
- 15% or more of all passholders are Access Pass holders
- 15% or more of all trips are taken by Access Pass holders

Implementation Actions

- Build out system expansion so that with each system expansion, the demographics of Indego’s service area census tracts with stations moves closer to the demographics of the city as a whole in terms of race and income
- When planning locations for station expansion, analyze a variety of data, including operational viability and census tract demographics, among others
- Continue adding e-bikes to the fleet
- Maintain core fleet of classic bikes for those who cannot afford additional per-minute e-bike fees

Goal 2

Indego will establish community partnerships and relationships so that marginalized communities have the ability to influence decisions in a way that addresses their needs and concerns.

Implementation Actions

- Continue the Community Ambassador program
- Conduct focus group to evaluate attitudes about existing relationships and engagement process
- Continue Indego Mini-Grant program

Goal 3

Indego will reduce non-financial barriers to ridership and barriers to entry, especially in underserved communities and among all eligible age groups, including seniors 65+ and youth 14–21.

Implementation Actions

- Run programs that encourage and support new riders. Programs may change to meet a variety of needs, but current programs include classes, rides, Community Ambassadors, and mini-grants.
- Examine data related to equity markers for these programs and adjust program efforts as needed
- Conduct focus group to evaluate attitudes about rides, classes, and other supporting programs

Goal 4

Indego’s pricing structure will make the system financially accessible to people with economic challenges.

Quantitative Performance Targets

- 15% or more of all passholders are Access Pass holders
- 15% or more of all trips are taken by Access Pass holders

Implementation Actions

- Continue Access Pass program
- Analyze ridership and station utilization data to optimize station locations
- Analyze ridership and station utilization data to target marketing and supportive program efforts
- Investigate payment issues for people who do not have access to traditional banking and credit card services

Goal 5

Indego’s workforce, including its managing team, will include demographic diversity and diverse perspectives and experiences.

Implementation Actions

- Indego partners will use tools to make sure their hiring processes are equitable



4

Equity Roles & Accountability

One of the unique features of Indego is the collaborative partnership that supports its strategic direction, operations, and programming. Staff for the two core partners, Bicycle Transit Systems (BTS) and the City of Philadelphia’s Office of Transportation, Infrastructure, and Sustainability (OTIS), hold responsibility for cultivating a culture of equity in the bike share program and for implementing specific elements of the Indego Equity Plan. This section of the plan outlines specific responsibilities associated with each core partner organization.

Partnership brings strengths but also challenges. Because responsibility for Indego’s strategic direction, operations, and programming stretch across multiple organizations, responsibility for implementing the Equity Plan also stretches across multiple organizations. Ongoing coordination and collaboration will be necessary to fulfill these responsibilities. The Indego Equity Team, led by the OTIS Indego Program Manager and the BTS Indego General Manager will be jointly responsible for ensuring this collaboration occurs and allows the organizations to effectively address equity. The responsibilities listed here are not exhaustive. All staff and volunteers across all program organizations hold responsibility for valuing equity and cultivating an equitable program.

The Office of Transportation, Infrastructure, and Sustainability (OTIS):

The City of Philadelphia owns the majority of the bicycles and stations, and OTIS manages the concessionaire contract with Bicycle Transit Systems (BTS). OTIS also manages Indego’s supportive educational programming, seeks grant funding, and assists with community engagement and outreach efforts. OTIS and BTS co-plan the growth and expansion of the Indego system.

As a City agency, OTIS is directly accountable to the public, and equity is a cornerstone of the Administration’s approach to program implementation. As a result, OTIS is ultimately responsible for the Indego program being implemented as equitably as possible—it is accountable for the internal staff actions that drive this forward, and for monitoring and assuring that the work done by partners and contractors is completed with equity in mind.

Additional OTIS responsibilities include:

- Taking a leading role on community ambassador programs, education programs, community rides or events, development of pilot programs, coordination with other City programs (such as Rebuild, Safe Routes to School, Vision Zero, Complete Streets), bike infrastructure development, and more;
- Managing the concessionaire contract with BTS to ensure contract obligations are met;
- Overseeing implementation of the Indego Equity Plan;
- Convening and facilitating the Indego Equity Team, and reporting of status of progress or lack of progress;
- Working with BTS and community partners to identify station locations for system expansion and densification, or station location adjustment;
- Working with other City agencies to facilitate permitting for station installation;
- Monitor to ensure that Indego work done by partners and contractors is conducted equitably;
- Working with other City and state agencies to expand and maintain bike-supportive infrastructure;
- Cultivating inclusive, non-discriminatory, and equitable relationships with community organizations and stakeholders, especially regarding OTIS’s leading role in Community Ambassador programs, education programs, community rides and events, pilot program, and coordination with other City programs;
- Establishing educational programming opportunities (e.g. classes, rides, and Community Ambassadors) through direct implementation, contracts, or other forms of partnership to support Indego expansion and success; and ensuring Indego educational programming elements are conducted in line with goals from Equity Plan;
- Seeking out grant funding and sponsorships to support Indego’s equity work;
- Ensuring that grant applications and program documents use inclusive language and images;
- Conducting OTIS HR processes in an equitable manner.

Bicycle Transit Systems (BTS):

Bicycle Transit Systems is a Philadelphia-based company that has been responsible for building and operating the Indego bike share program since its inception and has been awarded a ten-year concessionaire contract to continue operating the Indego bike share system through 2030. BTS manages all operational elements of Indego, including bike and station maintenance, marketing, community engagement, and customer service. Since the relationship between the City and BTS shifted to a concessionaire contract beginning January 2021, BTS is also the financial lead, responsible for funding Indego’s operation and expansion and holding all financial risk. OTIS and BTS co-plan the growth and expansion of the Indego system.

Additional BTS Responsibilities Include:

- Serving as the financial lead and direct implementer of the bike share system, ensuring that investment decisions, system expansion, operations, marketing, and customer service are conducted in an equitable manner;
- Taking the leading role on relationship cultivation and management for system expansion and site planning, communications and promotions, and all technical aspects of the program;
- Operating the bike share program, including bicycle and station maintenance, bicycle rebalancing, installing new stations, customer service and marketing and selling passes;
- Working with OTIS and community partners to identify station locations for system expansion and densification or station location adjustment. Implement station expansion, densification, and location adjustment;
- Cultivating inclusive, non-discriminatory, and equitable relationships with community organizations and stakeholders, especially regarding BTS’s leading role in relationship cultivation and management for system expansion and site planning, communications and promotions, and technical aspects of the program;
- Ensuring that Indego customer support is conducted in an equitable manner;
- Ensuring that Indego marketing materials use inclusive language and images;
- Collaborating with OTIS to secure grant funding and sponsorships to support Indego’s equity work;
- Conducting BTS HR processes in an equitable manner.

“

Equity is at the heart of our work at Bicycle Transit and is a driving force for our expansion to more communities in this city. We are grateful and proud to serve the residents of Philadelphia!

— Charolyn Mosley, Bicycle Transit Systems Community Engagement Manager



Photo Credits: Bicycle Transit Systems



5

Funding Equity

From the inception of the Indego program, there has been continuous investment in time, attention, and money focused on improving equity outcomes. The investment has included capital dollars to purchase and install stations in Indego's equity focus areas, funding for positions within the partner organizations who are focused on community outreach and engagement, and funding for programming, rides, classes and other activities that help connect Indego with the communities it serves. This section explains the structure of how Indego funds its equity work and outlines the scale of investment that will be needed to sustain and grow Indego's equity efforts.

5.1 Financial Overview of Indego

The Indego program is **operated and expanded at no direct cost to the City of Philadelphia** under the current ten-year concessionaire agreement with Bicycle Transit Systems. Bicycle Transit Systems is responsible for obtaining all funding for both the daily operation of the program and the annual growth to reach Indego's goal of 350 stations by 2026. Revenues used to operate Indego come from fees paid by Indego users, sponsorship of the program by Independence Blue Cross, and advertising revenues from advertisements posted on selected stations—**no public funds are used to operate Indego**.

The cost of expanding Indego to its full size is expected to exceed \$20 million by its completion, an investment being made by Bicycle Transit Systems. Additional funding to support expansion is provided through the City of Philadelphia applying for grants from external sources such as the state or federal government. Growth of the system in both numbers of stations and bikes is expected to result in improved operating efficiency and increased system utilization resulting in an improved financial outcome for the program. Long-term program profitability is ultimately the basis that allows Bicycle Transit Systems to make its substantial investment under the current concession agreement.



Photo Credit: Jasmine Alston

The 2013 Philadelphia Bike Share Strategic Business Plan* provided the conceptual basis for what would become Indego Bike Share. In the 2013 Plan, the City identified a core goal of operational self-sufficiency—the program was to be run without an operating subsidy from the City of Philadelphia's General Fund. Under the initial contract for bike share operation**, the City of Philadelphia was responsible for managing program revenues, sponsorships, advertising revenue and philanthropic grants through an arrangement with the Mayor's Fund

* See 2013 Bike Share Strategic Business Plan prepared by Toole Design and Foursquare Integrated Transportation Planning

**See City Contract 1520012 between Bicycle Transit Systems and the City of Philadelphia, 2014

for Philadelphia^{***}. The structure of the initial contract allowed the City to retain maximum control and oversight over the program’s launch, growth and operation while sacrificing some elements of operating efficiency. It allowed the City to set the stage in developing a truly equitable program by focusing on identifying, understanding, and reducing barriers faced by BIPOC and low-income users. The contract structure did have limitations; by relying on the City to manage program finances it meant that Indego could not scale rapidly without significant public capital funding.

The current operating structure of Indego seeks to leverage private investment through Bicycle Transit Systems, allowing the program to operate in a more efficient manner, expand more rapidly, and preserve City operating dollars for other needs. For this operating model to function long-term, however, it requires Bicycle Transit Systems to generate sufficient revenue to cover its operating costs as well as pay back the initial investments plus interest and a small operating profit.

As stated in Section 3 of this document, Indego’s financial health is one of the three underlying pillars of success for the program. A financially successful bike share program allows the partners to grow more quickly, enables adding more stations and e-bikes, and ensures support for community engagement and other needs. We believe that bike share is a useful and healthy addition to Philadelphia, benefiting the entire city and contributing to the Indego Vision for the future. It is of utmost importance to maintain Indego as an affordable transportation option for underserved people who count on it to reach jobs, schools, and essential community services.

*** See Indego 2018 Business Plan Update prepared by Foursquare Integrated Transportation Planning



Photo Credit: Jasmine Alston

5.2 Past Investment in Equity

Equitable operation and expansion of the Indego program requires investing time, intention, and money—a reality of the program since its launch in 2015. In its 7-year history, the program has invested over \$7 million in equitable expansion and programming, allowing Indego to reach underserved communities and low-income users. The City of Philadelphia has worked through the Mayor’s Fund for Philadelphia since Indego’s inception to manage both philanthropic grants and other non-public investments for the program.

Philanthropic Funding

Philanthropic funding has been critical to much of the equity-focused work of the Indego program to date. Grants from private foundations such as The JPB Foundation and the William Penn Foundation gave the necessary resources to develop and implement a wide variety of equity focused strategies and projects. Specific initiatives that would not have been possible without this support include:

- The creation and ongoing work of the Better Bike Share Partnership, which began in Philadelphia and used the launch of Indego as a living laboratory to understanding the barriers to the use of bike share in low-income and communities of color;
- Development of programs such as the Indego Community Ambassadors and BBSP Community Mini Grants program;
- Creation of tailored education and activities to engage community members such as group rides and bike safety education classes;
- Specific research on the preferences and desires of non-white community members around biking in their neighborhoods;
- Creation of marketing and imagery campaigns that reflect the needs and preferences of diverse audiences;

While the concept of equity is firmly embedded in the Indego program and each of the partner

organizations, we expect that additional philanthropic funding will be necessary to help develop and scale the work outlined in this plan.

Concessionaire Support Contribution

Philanthropic support has underwritten the success of Indego’s equity efforts to date but cannot be counted on solely for the investment required to sustain our equity work. Under the 2020 Concession Agreement between Bicycle Transit Systems and the City of Philadelphia , BTS is responsible for the full cost of operating Indego and funding its expansion. This means that Bicycle Transit Systems is now a financial partner in equity rather than simply a contracted operator. Where there are costs related to implementing Indego in an equitable way, Bicycle Transit bears many of those directly (cost to hire outreach staff) or indirectly (foregone revenue related to discounted Indego Access Passes). Additionally, the 2020 Concession agreement includes a Concessionaire Support Contribution to the City, providing funding for priorities laid out in this plan at no cost to the City’s operating budget.

To ensure that the Concessionaire Support Contribution is directed towards the priorities of this plan, the 2020 Concession Agreement requires that there be an annual budgeting process for the

funds. Each year OTIS develops a plan for the use of these funds to reports on activities undertaken in the past year. Examples of this work include:

- Creating and managing community programs such as community ambassadors, mini grants, and pilot programs
- Supporting community rides and safety education, including staff capacity
- Providing support for outreach and engagement around the expansion of Indego, including staff capacity

- Supporting the development of safe bike infrastructure such as bike lanes, bike parking, and safety programming

In addition to the Concessionaire Support contribution, Bicycle Transit Systems provides additional funding and resources to Indego's equity efforts by dedicating staff positions and time to this work and by providing additional support for rides, classes, outreach and engagement through its staff time.



Photo Credit: Darren Burton



Photo Credit: Darren Burton

5.3 Funding the Future of an Equitable Indego

This plan sets a vision for the equity-focused work of Indego for the next 5 years to 2028. Over that time, there will need to be consistent investment in equipment, staffing, partnerships, and programs. Many of the activities outlined in this plan are funding-neutral; they require that the City and Bike Transit remain focused on equity in their daily operation and in their decision-making. Other activities will require funding that grows with the system. For example, a larger service area and Indego system size will mean additional costs related to scaling up programming and partner resources to match the existing standard over a larger proportion of Philadelphia. Existing revenue streams will cover some of these items, but the pace of system growth and the ability of the program to maintain its focus on equity will likely require additional funding.

The pace of funds available for equity investments in community engagement, system expansion, and bike friendly infrastructure will drive the pace of our progress towards the goals outlined here. Where the current resources are insufficient, we will seek further funding and partnerships. The City and Bicycle Transit Systems will continuously seek additional funding as required to achieve the goals laid out in this plan.

6

Indego's Equity Track Record

Indego is recognized as a national leader in the areas of bike share equity and community engagement, and its work with the Better Bike Share Partnership has led to the development of new equity-focused strategies that are being replicated across the country. Indego was designed with equity as a core value from the very conception of the program. Indego has had some notable successes fostering equity because the core partners have focused on it, invested in it, and practiced what it means to be equitable. This section provides an introduction to Indego's history with equity.

6.1 What Our Work Shows

Since the start of the planning process for Indego in 2014, Indego has achieved tremendous success, including:

- The Indego system has grown from 60 stations and 600 bikes to over 200 stations and 2,000+ bikes. Over the next 10 years, Independence Blue Cross's continued title sponsorship will support Indego system expansion to over 7,000 docks and 3,500 bikes.
- Indego has registered over 78,000 Indego Passholders with transportation access 365 days a year, 24-hours a day.
- Nearly 6 million trips have been taken on Indego, which have reduced Philadelphia's carbon emissions by over 19 million metric tons of CO2 and helped riders burn over 1,120 million calories, both of which support equitable health outcomes.
- Philadelphia has been established as a cornerstone of transit equity as the founding living laboratory of the Better Bike Share Partnership. BBSP Living Lab cities showcase lessons learned and best practices for addressing key barriers to access to and use of shared micromobility in low-income and communities of color.
- Indego was the nation's first bike share system to offer reduced fare pass options to riders with economic constraints, with over 9,500 Indego ACCESS pass sign-ups.
- Both core partner organizations have built staff teams that reflect and support diversity in the workforce. OTIS and BTS Indego teams include demographic diversity, with BIPOC members at all levels, including leadership and mid-level management teams, and have since the onset of the program. Creating pipelines for advancement, growth, and development of BIPOC team members is also a priority for Indego. People who have participated in Indego community programming hold leadership roles on the Indego team.
- In addition to hiring a diverse staff, Indego has prioritized inclusion and providing staff the needed resources and support to carry out the work of equity successfully and ensuring that staff ideas are heard and implemented. Within the City of Philadelphia, the Indego program is currently managed by a woman of color and Philadelphia native. Additionally, BTS established a position for Chief Equity & Strategy Officer for Diversity & Inclusion, and that position is currently filled by BIPOC staff.

6.2 Equity In Practice

Equity is not a new concern for Indego. Many of the goals stated above have driven Indego’s work over the past seven years. We have done this in numerous ways detailed further here.



Photo Credit: OTIS Staff

Our Work in Action

Indego has fostered equity in other ways beyond simply building and expanding the physical infrastructure of bike share in equitable ways. Since its launch, Indego has offered supportive programs, such as classes and rides, and discounted payment programs to reach a wide range of potential riders.

Wheels to Work	Indego leads a free a 4-week training course for adult job seekers that combines workforce development with learning about Indego and bicycling.
Educational Rides & Programming	Indego runs classes and group rides to support new users. These programs are often held in specific locations or in partnership with community groups to address equity needs.
Bilingual Programming	Indego provides Spanish and Chinese language options for purchasing passes.

Focus on Community Needs

This past investment in equity was important for Indego’s ability to continue serving riders during the pandemic. During the City’s stay-at-home order in March and April of 2020, ridership plummeted across all pass types except the reduced fare pass for PA ACCESS vs, which increased by 88% in March. Since the start of the COVID-19 crisis, Indego ensured that service was never interrupted so that front-line workers, health care providers, and residents looking to get their vaccinations had a safe, reliable, and affordable transportation option. In June 2020, when thousands of protestors took to the streets to march in support of Black Lives Matter, Indego recorded two of the highest ridership days of the year, totaling more than 8,000 trips in one weekend; Indego helped Philadelphians make their voices heard for justice.

Community Partnerships	Indego invests time and staff resources in building and maintaining positive relationships and partnerships with community organizations and residents.
Community Ambassadors	Community Ambassadors help residents learn to ride and connect with city services and public resources.
Mini- Grants	Indego provides mini-grants for non-profit organizations working in the bike share service area. The grants are used by organizations to provide resources, recreational opportunities, and programming, and to share information about the Indego program.
Reduced Fare Indego Access Pass	Indego offers a discounted pass for Pennsylvania ACCESS card holders.

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Through the Ambassador program, Indego has worked hard to ensure that it is addressing equity in the Philadelphia community. Indego is making sure that it is aware of community needs across the City and within diverse neighborhoods, and that those neighborhoods know about the resources available through Indego.

— Cooper Richardson, SEMACC Community Development Associate

“

Our community really benefitted from the [Indego] mini-grant. We were able to develop mentorship programs for our youth and were able to pay our mentors using grant funds. I'm looking forward to continuing this partnership with Indego and seeing what more is to come in our community

— Dr. Odessa Tate, All in the Family CDC



Lead by Example

The bike share team has purposely cultivated diversity in race, age, and types of experiences within the staff and leadership of the team. Indego has introduced its riders to a menu of public services, civic engagement, and access to more of their local economy through events, programming, and the interactions fostered by government agencies, NGOs, and community members. It has expanded the possibilities in terms of who can be a leader in transportation by introducing more diverse and representative stakeholders and working with them introducing a new mode of active transportation to the city. Indego has been intentional about meeting with communities, partnering with organizations, and trying to understand and meet local needs.

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We are proud of Indego’s inclusive approach to station expansion, targeting diverse and historically underserved communities. It is an honor for Independence to renew our title sponsorship of the Indego bike share system.

—Gregory E. Deavens, Independence Blue Cross president and CEO.

Figure 1: Demographics of Census Tracts with Indego Stations

		Percentage of Population					
	Population	Low Income	White	Black	Hispanic	Asian	
Philadelphia	1,240,941	32.6%	35.2%	39.7%	14.4%	7.5%	
Indego Service Area	2015	250,958	28.7%	52.9%	22.6%	10.7%	10.4%
	2016	289,533	29.7%	49.7%	27.2%	10.1%	9.7%
	2017	300,060	29.5%	50.0%	26.4%	10.5%	9.8%
	2018	303,888	29.4%	50.1%	26.2%	10.4%	10.0%
	2019	323,958	30.2%	49.0%	26.6%	10.5%	10.6%
	2020	323,958	30.2%	49.0%	26.6%	10.5%	10.6%
	2021	361,316	30.9%	47.5%	28.2%	10.2%	10.7%
	2022	417,523	31.2%	45.1%	32.5%	9.4%	9.7%

Figure 1 shows the demographic breakdown of the Indego service area compared with the demographics of the City of Philadelphia as a whole. This tracks the program’s performance on Metric 1 on page 24. Overall, the table shows that we are on track, with the demographics of the Indego service area becoming more similar to the city overall over time.

BIPOC Leadership & Management	Indego core partners prioritize diversity in their leadership and management staff.
Equitable Hiring and Contracting	Indego core partners continue to use tools that support equitable hiring and contracting processes.
Technical Assistance for Equity	Indego provides technical assistance to cities and operators on how to incorporate equity in bike share/shared micromobility through work with the national Better Bike Share Partnership.
Equitable Station Siting	In planning system expansion and station siting, Indego takes into account the demographic balance in terms of race and income of the areas served. As the system expands, stations will be accessible to a more representative set of Philadelphia residents (see Figure 1).



Photo Credit: Jasmine Alston

Figure 2: Indego Passholders by Type

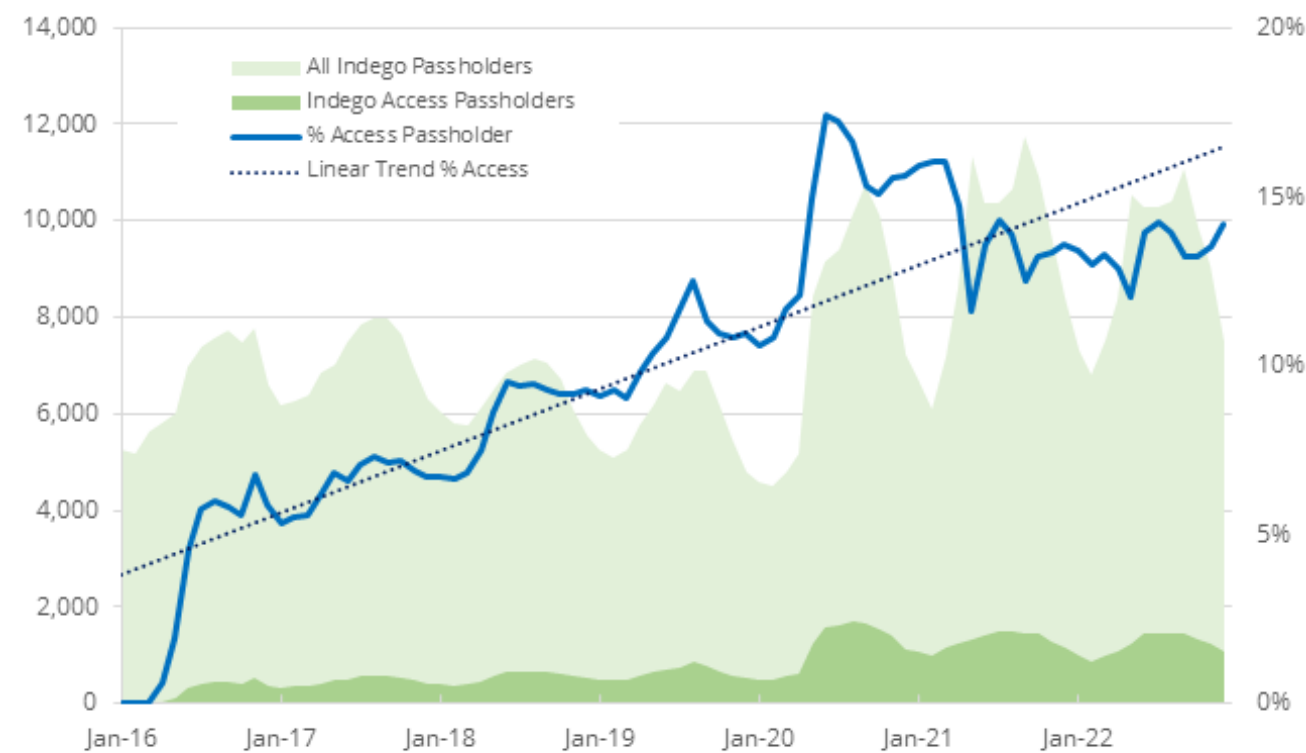


Figure 2 shows the numbers of Indego Access Passholders and the total number of Indego Passholders since 2016 when the Indego Access Pass was launched. This tracks the program’s performance on Metric 2 on page 25. The blue line represents the percentage of Indego Access Passholders when compared with the total number of active Indego Passholders over time. While the number of active Indego Passholders of all types (shown in light and dark green) varies over the course of a year our target is to maintain a proportion of 15% Access Passholders.

Overall, we are on track to maintain our goal as indicated by the dotted trendline. Indego met or exceeded its goal between May 2020 and April 2021 and currently sits at 14% at the time of publication.

Figure 3: Indego Passholder Trips

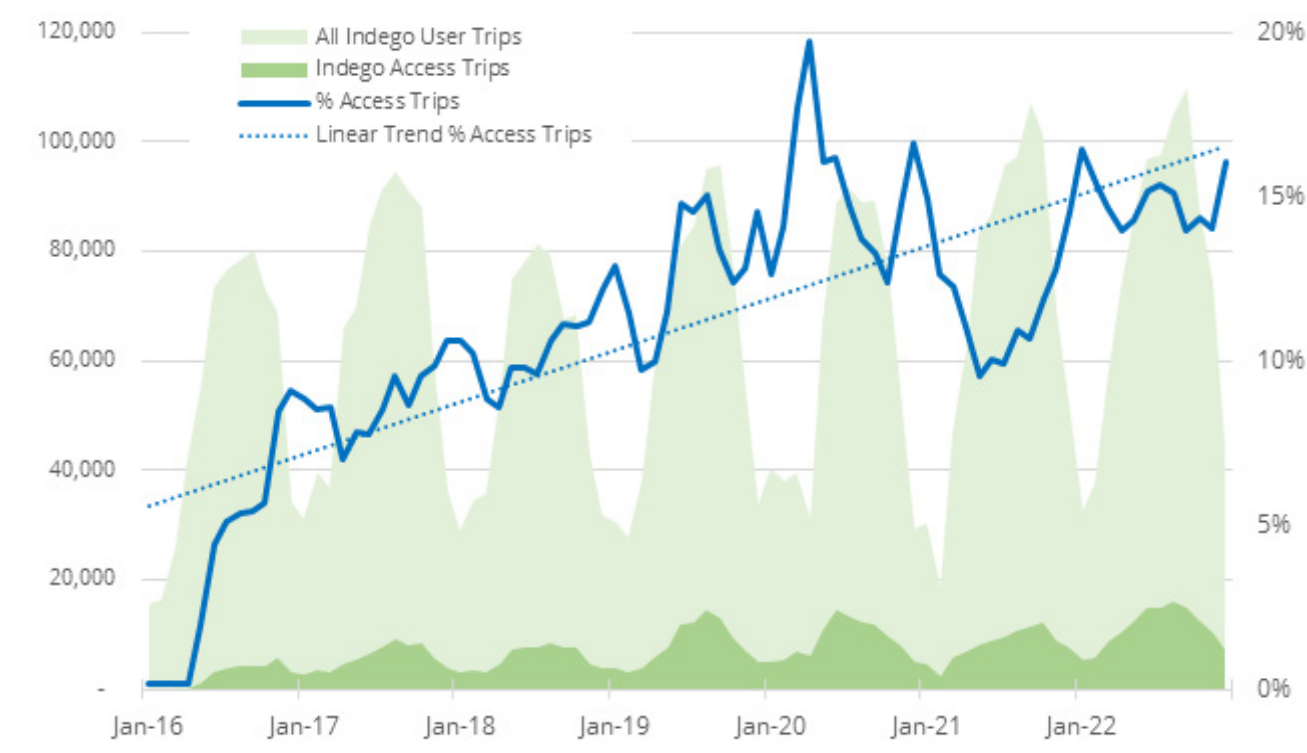


Figure 3 shows the trips taken by Indego Indego Access Passholders and compared with trips taken by all Indego Passholders since 2016 when the Indego Access Pass was launched. This tracks the program’s performance on Metric 3 on page 25. The blue line represents the percentage of trips made by Indego Access Passholders when compared with the total number of trips made by all Indego Passholders over time. While the total number of trips varies a great deal seasonally, our target is to maintain a proportion of 15% of all trips taken by Access Passholders.

Overall, we are on track to maintain our goal as indicated by the dotted trendline. Indego met or exceeded its goal for more than half of the months since January 2020 and the rate currently sits at 16% at the time of this publication.

An important note is that the highest proportion of trips by Indego Access Passholders occurred in April 2020--indicating the role that Indego played in providing socially distanced transportation to essential workers.

7

Conclusion: Carrying Equity Forward

The Indego vision for the future is as much of a process as a destination. Indego will continually work to become an equitable bike share system that increases access to affordable mobility options for people regardless of their race, ethnicity, income, gender, age, sexual orientation, primary language, immigration status, or other markers of social identity. As an equitable bike share program, Indego will continue to be planned and operated so that people from marginalized communities have the ability to influence decisions in a way that addresses their needs and concerns.

7.1 Proud of our past success

The Indego team is rightly proud of the reputation we have built as an equitable bike share program. During the initial planning of the program as early as 2013, we recognized that bike share could be a tool to break down barriers and unlock the resources that the city has to offer. This tool could only achieve its potential if it reached beyond the narrow definition of who could be ‘a bike rider’ and sought to provide an accurate and positive representation of the rich diversity of cycling and its riders. We focused on not just engaging cyclists, but prioritized reaching people who felt that bike share was not for them.

We sought to include a diverse set of people and perspectives with ties to local communities in all parts of the planning process. We listened to their concerns and needs and focused on removing barriers to accessing Indego. From the creation of Indego’s inclusive marketing materials, through the development of classes, rides and resources, equity has been a core consideration. We have sought to meet community members where they are and center their experience as individuals.

Along the way, we found that the relationships we built with community members allowed us to achieve Indego’s goals and support the neighborhoods we serve in the process. This plan documents those findings and commits Indego to making those practices a continuing reality.



Photo Credit: Darren Burton

7.2 Beyond Indego, Beyond the Bike

We are also privileged to be part of a larger movement towards transportation equity. As part of the Better Bike Share Partnership, Philadelphia and the Indego program are part of a larger network focused on equitably implementing bike share and other forms of shared micromobility across the country. Much of the equity-focused work that was first piloted in Philadelphia through the Indego program has been replicated elsewhere throughout the country and even throughout the world. Some examples of those early initiatives that have ultimately become best practices include creation of community ambassador programs, bike safety classes with community members, group rides, seamless low-income fare options, and direct partnership

with community-serving organizations. When Indego launched, its focus on equity was unique. Today the North American Bikeshare and Scootershare Association has adopted equity as a guiding principle of its work and a key element of all its publications, conferences, and gatherings.

Indego's focus on bike share equity has also had effects beyond the program—the consistent focus on equity and community has had a deep impact on the core partner organizations themselves. The City of Philadelphia's Office of Transportation, Infrastructure and Sustainability has replicated the success of the Indego Ambassador program by hiring its first cohort of Vision Zero Ambassadors in 2022. OTIS has also shifted its engagement approach—adding a diverse



Photo Credit: Jasmine Alston

set of staff with an explicit focus on community engagement as part of the City’s Office of Complete Streets.

As an operator, Bicycle Transit Systems has centered its own approach to equity—through its hiring and recruitment practices, to staff training and support, to the addition of dedicated outreach staff with an explicit focus on connecting with community stakeholders during the system expansion process. By building a culture of equity-mindedness and setting goals and benchmarks through the publication of this plan and the related actions, we can hold ourselves accountable to our mission and the diverse communities within Philadelphia.



Photo Credit: Jasmine Alston

7.3 Keeping on track for the future

As we have discussed elsewhere in this document, a successful bike share program depends on funding, infrastructure that encourages bike riding, and support from community members. These elements reinforce each other and provide crucial pillars for the foundation of a successful bike share program. This plan also calls for the formation of an Indego Equity Team which will be responsible for ensuring the successful implementation of this plan.

The Indego Equity Team will have responsibility to monitor the program’s performance in meeting its equity goals, re-stated below.

1. Indego will improve transportation access for all people, with particular attention to people who are BIPOC and people facing economic challenges.
2. Indego’s pricing structure will make the system financially accessible to people with economic challenges.
3. Indego will reduce non-financial barriers to ridership and barriers to entry, especially in historically marginalized communities and among all eligible age groups, including seniors 62+ and youth 14 – 21.
4. Indego will continue to prioritize community partnerships and relationships so that marginalized communities have the ability to influence decisions related to Indego in a way that addresses their needs and concerns.
5. Indego’s workforce, including its managing team at both BTS and OTIS, will include demographic diversity and diverse perspectives and experiences.

As the Indego system continues to grow and the responsibilities of system partners evolve we will strive to deepen a shared culture of equity. Through implementing this plan, Indego will continue to work towards increasing representation, building a stronger culture of inclusion, and using an equity lens to examine organizational and programmatic initiatives to create a bike share program that all Philadelphians feel is for them and benefits their communities. By doing so, we will achieve the fundamental mission of Indego—to be a resource that connects community members with each other and with all that Philadelphia has to offer.

Appendix A: Definitions

This list of definitions explains how these terms are used in this document. Language preferences related to race and other equity issues are contested and shifting rapidly, so this list simply reflects current usage in this document.

BIPOC	BIPOC stands for Black, Indigenous, and People of Color.
Black	“Black” generally describes a person of African or Caribbean descent. It used to be common in the US to refer to Black people as “African-American,” but some Black people in the US may not be American, and others may not be of African descent.
Community power	The ability of marginalized communities to influence decisions in a way that addresses their needs and concerns
Contracting Equity	Investments in contracting, consulting, and procurement should benefit the communities a jurisdiction serves, proportionate to the jurisdiction’s demographics
Disadvantaged Community	Different laws and government grant programs define “disadvantaged community” in a variety of ways, depending on the topic of the grant or law. Characteristics that define disadvantage typically include demographic characteristics that are associated with historical disadvantage, such as race, income, education level, and employment status, as well as proximity to amenities (for example, parks, high performing schools, or transit facilities) or dis-amenities (such as flood plains, heavy traffic volumes, and pollutants).
Economically Challenged	Economically challenged is a broad term that includes a variety of economic hardships. In this document it may include people who live in census tracts with median incomes below 150% of the poverty level and people who qualify for a Pennsylvania ACCESS card because they receive assistance, supplemental nutrition assistance (SNAP), or medical benefits.
Equity	<p>Equity refers to the fairness with which impacts (benefits and costs) are distributed.</p> <p>Equity means the consistent and systematic fair, just, and impartial treatment of all individuals, including individuals who belong to underserved communities that have been denied such treatment, such as Black, Latino, and Indigenous and Native American persons, Asian Americans and Pacific Islanders and other persons of color; members of religious minorities; lesbian, gay, bisexual, transgender, and queer (LGBTQ+) persons; persons with disabilities; persons who live in rural areas; and persons otherwise adversely affected by persistent poverty or inequality.</p>
Intersectionality	<p>Intersectionality refers to the ways race, class, gender, ethnicity, sexual orientation, ability, status and other markers of differences intersect to inform individual realities and lived experiences.</p> <p>Intersectionality recognizes that individuals and groups are shaped by multiple and intersecting identities. These identities often inform an individual’s world view, perspective and relationship to others in society.</p> <p>An Intersectional perspective or framework encourages policymakers and social change leaders to identify the ways in which race, class, gender, ethnicity, sexual orientation, ability and status influence public policy outcomes at the national, state and local levels. This approach can also inform advocacy efforts aimed at increasing equity and equality in society.</p>

People of Color

People who are not white, including but not limited to people who are Black, East Asian, Latino/ a/x, South Asian, and Hawaiian or other Pacific Islander. This term has been criticized for being overly broad and erasing distinctions between different groups of people and also for centering whiteness.

Race and Ethnicity

Race is a social construct. Racial classifications are rooted in the idea of biological classification of humans according to morphological features such as skin color or facial characteristics. An individual is usually externally classified (meaning someone else makes the classification) into a racial group rather than the individual choosing where they belong as part of their identity.

Ethnicity refers not to physical characteristics but to social traits that are shared by a human population. Some of the social traits often used for ethnic classification include: nationality; tribe; religious faith; shared language; and shared culture and traditions. Unlike race, ethnicity is not usually externally assigned by others. The term ethnicity focuses more upon a group's connection to a perceived shared past and culture.

Racial Equity

Race can no longer be used to predict life outcomes

Social Equity

The fair and just distribution of societal benefits and burdens

Transportation Equity

Our transportation system should focus on results that benefit all Philadelphians - regardless of race, income, or ability. Transportation equity means investing in transportation infrastructure and access to ensure that all people can affordably connect to opportunities, including education and employment, and have the ability to fully participate in their communities and the economy (from City of Philadelphia CONNECT Plan)

US Executive Order 13985 defines equity as the consistent and systematic fair, just, and impartial treatment of all individuals, including individuals who belong to underserved and disadvantaged communities that have been denied such treatment, such as Black, Latino, and Indigenous and Native American persons, Asian Americans and Pacific Islanders, and other persons of color; members of religious minorities; lesbian, gay, bisexual, transgender, and queer (LGBTQ+) persons; persons with disabilities; persons who live in rural areas; and persons otherwise adversely affected by persistent poverty or inequality.

Transportation Insecurity

A condition in which one is unable to regularly move from place to place in a safe and timely manner due to lack of resources for transportation

Underserved Communities

Underserved communities are populations sharing a particular characteristic, as well as geographic communities, that have been systematically denied a full opportunity to participate in aspects of economic, social, and civic life, as exemplified by the list in the preceding definition of equity.

Workforce Equity

The workforce of a jurisdiction reflects the diversity of its residents, including across the breadth (functions and departments) and depth (hierarchy) of government.

NOTE: These definitions have been adapted from multiple sources.

Table Appendix 1: Indego’s 2022 Accessible Price Structure

	Guest (24 hours)	30 day	Annual
Regular Rates	\$15	\$20	\$156
	Unlimited 60-minute rides	Unlimited 60-minute rides	Unlimited 60-minute rides
	Extend your ride: Extra 20¢/minute after the first 60 minutes	Extend your ride: Extra 20¢/minute after the first 60 minutes	Extend your ride: Extra 20¢/minute after the first 60 minutes
	Electric bikes: Extra 20¢/minute to unlock	Electric bikes: Extra 20¢/minute to unlock	Electric bikes: Extra 20¢/minute to unlock
Discounted Indego Access Pass for Pennsylvania ACCESS cardholders		\$5	\$48
		Unlimited 60-minute rides	Unlimited 60-minute rides
		Extend your ride: Extra 7¢/minute after the first 60 minutes	Extend your ride: Extra 7¢/minute after the first 60 minutes
		Electric bikes: Extra 7¢/ minute to unlock	Electric bikes: Extra 7¢/ minute to unlock

Current at time of publication 2/23/2023

Note: All prices plus tax. Pennsylvania residents who receive cash assistance, supplemental nutrition assistance (SNAP), or medical benefits are issued a Pennsylvania ACCESS card.



Appendix B: Plan Development Process

Equity Plan Development Process

Dr. Jennifer Hurley, Hurley Franks & Associates, conducted interviews with 6 Indego stakeholders in February and March of 2022, including people from the City of Philadelphia, Bicycle Transit Systems, the Bicycle Coalition, the William Penn Foundation, and a community stakeholder from a neighborhood with Indego stations who has also served as an Indego Community Ambassador. Dr. Hurley and Dan Hutton, Urban Engineers, also reviewed documents provided by OTIS, including documents related to Indego as well as other documents related to equity planning, as well as additional documents the HFA/Urban Engineers team identified by Dr. Hurley and Dan Hutton. The HFA/Urban Engineers team then prepared and facilitated four work sessions for the Indego team to discuss issues related to the equity plan. Between work session #2 and work session #3, the HFA/Urban Engineers team prepared a first working draft of the Indego Equity Plan, which continued to evolve through the work sessions.

Stakeholder Interviews

Stakeholders interviewed between February 14–March 8, 2022:

1. Brenda Hernández Torres, Community Engagement Manager, Bicycle Coalition of Greater Philadelphia
2. Cara Ferrentino, Program Officer, Public Space, William Penn Foundation
3. Carniesha Kwashie, Chief Equity & Strategy Officer, Bicycle Transit Systems
4. Michael Carroll, Deputy Managing Director for Transportation, Infrastructure, and Sustainability, City of Philadelphia
5. Tonnetta Graham, Executive Director, Strawberry Mansion Community Development Corporation & Indego Community Ambassador
6. Waffiyyah Murray, Indego Program Manager, Office of Transportation, Infrastructure, and Sustainability, City of Philadelphia

Background Documents

The following list includes the documents reviewed for this plan:

Indego and City of Philadelphia Documents

1. 2021 Indego Equity Work Plan
2. 2022 Expansion Indego Plan
3. Bike Transit Concessionaire Support Memo, 2021
4. Bike Transit Contract SLA Excerpt, Contract C-102-20
5. CONNECT: Philadelphia’s Strategic Transportation Plan, 2018
6. Indego 2018 Business Plan Update
7. Indego 2018 Business Plan Update: Executive Summary
8. Indego 2020-2021 Annual Report
9. Indego 2022-2026 Macro Plan



10. Indego Ambassador Toolkit
11. Indego Community Programs & Services Guide
12. Indego Qualitative Market Research Final Report, 2018, LBR Insight
13. Vision Zero Action Plan 2025, City of Philadelphia, 2020
14. Vision Zero Annual Report, City of Philadelphia, 2021

Bicycle Coalition of Greater Philadelphia Documents

15. BBSP 2017 End of the Season Stats
16. BBSP 2018 End of the Year Stats
17. BBSP 2021 Data Analysis Charts
18. BBSP JPB 2021 Mid Year Report - July 1, 2021 - December 31, 2021
19. BCGP 2022 Strategic Plan
20. Equipando Familias en Bicicletas Program Report, Beginning February 1, 2020 - Ending December 13, 2020
21. JPB Foundation Final Progress Report Form Year 1
22. The Mayor’s Fund for Philadelphia, Inc. GR-808 - Year End Report
23. The Mayor’s Fund For Philadelphia, Grant 4: Mid-Year Report - Year 1 - due January 8, 2021
24. William Penn Foundation Interim Grant Report, Grant # 34-17, Fund for Philadelphia, INC, Date

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Other Documents

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intersectional approach model for policy & social change. New York, NY: New York University, Women of Color Policy Network. <https://www.racialequitytools.org/resources/fundamentals/core-concepts/intersectionality>

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33. Raypole, C. (2021, November 9). The Difference Between ‘BIPOC’ and ‘POC’ Matters—Here’s Why. Healthline. <https://www.healthline.com/health/bipoc-meaning>
34. US Department of Transportation. (2022). Equity Action Plan.
35. US Department of Transportation Federal Highway Administration (FHWA). (2022). Shared Micromobility and Equity Primer.
36. North American Bikeshare and Scootershare Association. (2019) Workforce Diversity Toolkit for Bike share and Shared Micromobility Industry.





Photo Credit: Jasmine Alston

